

CAG Report on Possible Integration of EMS and Fire

CITIZEN'S ADVISORY GROUP (CAG)
TO SJCPHD #1 AND FIRE DISTRICT NO. 3

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*COVER NAMES BY ALPHABETIC ORDER
DOES NOT INDICATE LEVEL OF CONTRIBUTION*

ORGANIZED BY JOINT MOTIONS
- AND WITH FUNDING BY -

SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT NO. 1
SAN JUAN COUNTY FIRE PROTECTION DISTRICT NO. 3

WITH COOPERATION FROM
THE TOWN OF FRIDAY HARBOR

ON APRIL 4, 2018

COMPLETED PROJECT APPROVED MARCH 27, 2019

TO BE PRESENTED IN JOINT SESSION ON APRIL 2, 2019

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PREFACE

This is a report of the Citizen’s Advisory Group (CAG) recommendations, including the research and background materials leading to those conclusions. The CAG focused on the existing levels of emergency services and sought opportunities to provide improved, integrated emergency services in the future. The primary emphasis was on providing the most appropriate and affordable levels of service for San Juan Island and the other islands served by San Juan EMS and the San Juan Fire Protection District.

Readers should begin by reading Chapter 1 “CAG Recommendation,” followed by all chapter summaries. Areas of interest can then be further pursued in the body of the chapters.

The “Definitions” section in the back should be used to help with any unfamiliar acronyms as they are not necessarily explained in the text.

REPORT LAYOUT

This report is organized such that the most pertinent information comes first:

- Chapter 1: the Citizen’s Advisory Group’s final recommendation. This is the heart of the report and is intended to be simple and concise.
- Chapter 2: the process by which the Citizen’s Advisory Group arrived at the recommendation, including many of the options reviewed.
- Chapters 3 - 7: the technical chapters, which focus primarily on “how to,” outlining various options within the general recommendation. There are many permutations which are covered in some detail here. These chapters underpin the reasons for a certain recommendation.
 - Chapter 3: Financial Package
 - Chapter 4: Boundaries
 - Chapter 5: Levies and Taxes
 - Chapter 6: Elections Issues
 - Chapter 7: Licensing
- Definitions: defines terms and explains acronyms used in the report.
- Appendix: further research and many relevant documents and are included here.

Each chapter has a summary at the top for those who do not wish to read the entire chapter or who are looking for specific subject matter.

The electronic version of this report has active hyperlinks that allows one-click access to external resources, such as RCWs or other useful sources.

PART I

Recommendation

CHAPTER 1

CAG RECOMMENDATION

1.1 RECOMMENDATION:

Within the next two years, the two Boards (SJCPHD #1 and FD #3) and the Town of Friday Harbor, with the support of the San Juan County Council, will integrate SJIEMS and FD #3 into one organization with a single leadership structure.

1.2 REPORT TO THE BOARD:

1.2.1 ABSOLUTE CONDITIONS OF THE RECOMMENDATION:

1. Cross-Trained Paid Personnel:

All paid full-time staff, except for the administrative support, must be dual-qualified as either firefighter/paramedic or firefighter/EMT. A short grace period should be provided to existing staff to achieve the required training and certifications.

2. In-house Staffing Paid Personnel:

All paid personnel should be based at a station when on duty within the highest call volume timeframe or population area based on data. A team of EMS and Fire personnel should be based together so responding equipment may be chosen for the type of call. The team should consist at a minimum of a firefighter/paramedic and a firefighter/EMT.

3. Capital Equipment Plan:

A capital expenditure plan needs to be developed for a minimum of a five-year projection that is budgeted, approved and funded each year.

4. Key Performance Indicators:

Metrics with key performance indicators must be established for financial, managerial, and operational oversight for both EMS and Fire. These metrics should be used to make decisions on how the organization is directing itself. These metrics should be measured on a monthly basis and reported at regular Board meetings. A formal presentation of the metrics should be presented annually to the community.

5. MPD/MPDD involvement:

Each of these individuals (depending on design) need to have a close relationship with the Board when it involves medical/response decisions. At a minimum, the MPD/MPDD should attend quarterly Board meetings to report and participate with the Board.

6. Operational Budgets:

Fire and EMS operational revenue and expenditures must be budgeted and tracked separately to measure the financial performance of each operation (i.e., EMS or Fire). Doing so will allow costs to be monitored and compared against the specific call volume. The financial performance should be reported to the Board monthly.

7. Board Expansion:

With the addition of EMS, the Fire District should expand the number of elected commissioners from three to five members.

1.2.2 BENEFITS OF THE RECOMMENDATION:

1. Improved Response Times:

By basing paid personnel at the appropriate station 24/7, response times should decrease for a majority of calls. This is a key element to be measured.

2. Depth of Volunteer Resources:

Better than 50% of the volunteers support both organizations but need to divide their time when supporting a non-integrated system. While on duty, volunteers will only be assigned to one. The integration will allow for better scheduling and higher availability to meet each response appropriately.

3. Unified Command Structure:

On many emergency calls, both EMS and Fire respond due to the nature of the call or the need to have extra manpower to accomplish the tasks. When this occurs, two command structures are employed, one for EMS and one for Fire. These separate command systems can lead to confusion at the scene, potential safety issues and the risk of poor outcomes. By combining both services, there will be a single point of command for EMS and Fire.

4. Simplified Levy Management:

Currently, if either EMS or Fire requires a levy change, the organization must bear the expense and effort itself. After integration, a single EMS/Fire levy will simplify that process.

5. Financial Benefits:

Financial benefits should be recognized in multiple areas of the budget. Initial consolidation may take some additional expenditures to accomplish the integration but moving forward, the budget should be reduced to a sustainable operation.

Cost savings should be recognized as follows:

- Reduction in total staff numbers between the two organizations
- Reduction in duplication of expenses in both the administrative and operational budgets
- Reduction or consolidation of professional services provided.

6. Unified Training Program:

Under a unified training program, staff (paramedics, EMT's, and firefighters) will train together, improving emergency response. Training, continuing education (CE), call review and QA will be closely monitored and coordinated. In addition to improving emergency response, this has shown to improve departmental morale and has helped with the recruiting of volunteers.

1.2.3 CONCERNS OF THE RECOMMENDATION

1. Loss of EMS or Fire Primary Focus:

While the idea of emergency response may be a joint approach for both EMS and Fire, the actual operations of each are very different. As a combined Board, there is now a constituent consideration to address with two distinct focuses.

2. Personnel Concerns:

With paid personnel being based at a station while on duty, the Collective Bargaining Agreement will need to be reviewed.

Transferring all EMS personnel into Fire District.

Cross-training EMS personnel as fire fighters and vice-versa.

Requiring new paid staff to be dual-qualified (firefighter-paramedic or firefighter-EMT).

1.2.4 IMPLEMENTATION RECOMMENDATION

1. Annex of the Town of Friday Harbor into Fire District #3:

This was a recommendation during the 2010 integration of the Town of Friday Harbor Fire Service with Fire District #3. Annexation will allow FD #3 to manage the revenue of both EMS and Fire under one levy. It will also provide Town residents the opportunity to vote for Fire District Board members and hold those elected officials responsible for the emergency services they are supporting.

A plan should be developed to encourage Town of Friday Harbor residents to support the move to a single levy for EMS/Fire.

2. Conduct a lid lift for FD #3 levy to support EMS operations.

It is recommended that FD #3 ask for a lid lift to its current levy to include EMS operations. If this is determined not to be the best course of action, then a new EMS levy under the Fire District may be the solution.

With the integration of services for EMS/Fire, a new operating and capital budget should be developed to determine the amount of the new levy. This budget should be presented to the community with justifications for the amount.

In no case shall the lid lift or new EMS levy under the Fire District exceed the amount currently collected by the Hospital District for EMS services.

3. SJCPHD #1 EMS Levy Take \$0.00:

Reduce the Hospital District's EMS Levy to zero dollars as soon as the Fire District's new levy rate (or new levy) takes effect. Allow the EMS levy to sunset on its scheduled end date.

4. Outer Island Determination:

Because of the different district boundaries that define the EMS and Fire levies, a determination needs to be made by the community and each of the Boards on a strategy to deal with the different boundaries.

One of the main objectives of the CAG was to avoid any reduction of services currently provided. It was very difficult to accurately describe the services provided to these islands, as there appears to be no clear expectations regarding levels of service.

The islands included in each of these Levy Districts are:

- i. FD #3: San Juan, Brown, Pearl
- ii. SJIEMS: San Juan, Brown, Pearl, Henry, Spieden, Stuart, Dinner, O'Neal, Cactus, Satellite, Johns, Cemetery, Gossip (aka George), Goose, Sentinel, Turn, Flattop, Low, Battleship, Barren, Posset, Pole, Ripple, Gull Rock, Danger Rock, Happy, Guss, and Reef Point.

1.2.5 IMPLEMENTATION ISSUES AND CONCERNS

1. EMS Licensing (Local, Regional, State):

The EMS license cannot be transferred from SJIEMS to FD #3. Therefore, FD #3 should immediately apply for a new State license to provide EMS services in the same service area. A new license will also be needed for Medicare/Medicaid provider numbers.

2. CMS Provider Numbers:

Provider numbers will either need to be transferred or new provider numbers obtained so that FD #3 can bill for EMS services.

3. Transfer/Hold/Sell EMS Building:

FD #3 must decide if -- and when -- to consolidate EMS operations into the Fire District's building.

If the current EMS building stays with SJCPHD #1, the Board will need to determine how to finance the property since the bond must be paid off when the EMS levy revenue ends.

4. Accounts Receivable:

Any outstanding accounts receivable (fee for service) after the transfer will need to be managed until the accounts are closed.

5. EMS Outstanding Levy Collection:

How will levy collections be received and managed during the transition?

6. System Design Services:

Transfer of billing operations from EMS to Fire.

7. Budget Development:

A new budget will need to be developed for the combined organization.

8. State Investigations:

Any ongoing State investigations will need to be worked through during the transition.

9. Inventory and transfer of all assets:

An inter-local agreement is needed to transfer EMS assets from SJCPHD #1 to FD #3.

10. Liabilities:

Any SJIEMS liabilities incurred prior to the date of service integration remain with SJCPHD #1.

CHAPTER 2

CAG PROCESS

2.1 SUMMARY

This chapter covers how the Citizen's Advisory Group (CAG) arrived at its findings. It discusses the charge given the CAG by the involved Boards, the selection and composition of CAG membership, legal guidelines the CAG followed, and how the CAG operated. It discusses the entire process of more than ten months of study, including the contributions of numerous subject matter experts who appeared as invited guests. It should also be clearly stated that there was no attempt to interfere with or direct the CAG's process, nor influence the outcome. The CAG developed its recommendation independently and stands by this report unanimously.

This chapter is centered around these three main ideas:

- (1) The CAG did substantial work, meeting with a number of key individuals and reviewed regional best practices in their evaluation of a potential consolidation as well as looking at all other options. This extensive work was conducted transparently and all CAG members operated with an open mind in their evaluation of all options. This work product is the result of hundreds of hours of research and effort by many people -- both CAG members and those who contributed to the process.
- (2) The CAG evaluated every identifiable option. The recommendation in this report represents what the CAG feels is both the most feasible and the most effective approach to the future of SJIEMS and Fire District #3 on San Juan Island. This recommendation was determined to combine best practices with fiscally appropriate operational efficiencies.
- (3) The CAG emphasizes in making their recommendation that how the involved organizations move forward with implementation is key to its success. Sound departmental leadership and governance, a solid implementation plan, interagency cooperation, communication with district voters and taxpayers, and passionate champions committed to ensure the best possible outcomes for the communities they serve are all critical to a positive outcome for consolidation and quality emergency services.

2.2 FOUNDING AND PROCESS

2.2.1 PREAMBLE

San Juan County Public Hospital District No. 1 (SJCPHD #1), which operates San Juan Island Emergency Medical Services (SJIEMS), and San Juan County Fire Protection District No. 3 (FD #3) created the Citizen's Advisory Group ("CAG") in a joint meeting on April 4, 2018. The Mayor and Town Administrator of the Town of Friday Harbor ("Town") attended this meeting as interested parties, since the Town contracts with FD #3 for fire protection services. The CAG was charged with exploring potential consolidation of SJIEMS and FD #3. This report is the result of the CAG's efforts in response to that charge.

The CAG made a comprehensive effort to engage all stakeholders involved in EMS service delivery, including the superintendents or managers of the related jurisdictions/agencies that formed the CAG, as well as experts in fields related to EMS (medical professionals, fire service professionals) and subject matter experts in areas relating to the implementation of any possible changes.

Over the past year, the CAG considered every reasonable alternative, and is now recommending that EMS transfer from SJCPHD #1 to FD #3. This recommendation affords opportunity for improved efficiency of the combined organization, potential cost savings, and – most importantly – improved levels of service (including improved response times for fire and EMS calls).

The CAG's conclusions are simply recommendations, and the appropriate agencies and jurisdictions must take action to effect the consolidation. The recommended steps identified in this report constitute a proposed "road map" for these organizations to consolidate. That is, nothing in this report is binding on any commissioner, council member, or administrator, nor do these recommendations represent legislative action – as such action is not within the power of this Citizen's Advisory Group.

2.2.2 CHARGE

The CAG's charge defined in the April 4, 2018 joint meeting was quite broad, as laid out in the simultaneous board action by both the SJCPHD#1 and FD #3 and included:

- "To meet frequently to gather, analyze and discuss information concerning possible integration of the FD #3 and SJIEMS."
- "To learn about FD #3 and SJIEMS, thereby becoming knowledgeable representatives in our community"
- "To work with subject matter experts in drafting recommendations to the Boards of FD #3, SJCPHD #1, and Town of Friday Harbor."
- "To bring forward objective, balanced, and accurate community perspectives and concerns regarding possible integration of these organizations."

- “To work collaboratively with the FD #3 and SJCPHD #1 Boards and Town representatives to research various aspects of their departments’ integration, including reasons for consolidation, governance, administration, command and control, costs, outer islands’ service, legal process, financial forecasting, billing, liabilities, tax rates, employee/volunteer training, and strategies for accomplishing tasks.”
- “To consider and research specific topics at the request of FD #3, Town, and SJCPHD #1 commissioners, thus providing substantial public input to decision-making.”

(source: SJCPHD #1 “Minutes: April 4, 2018 Special Board Meeting”)

In keeping with this charge, the CAG endeavored to evaluate as many aspects of this potential merger as possible and to “meet frequently to gather, analyze, and discuss information concerning possible integration of San Juan Island Fire District 3, Town Fire, and San Juan Island EMS” and to “To work with subject matter experts in drafting recommendations to the boards of FD 3, PHD 1, and the Town.” (source: *ibid*)

The CAG was not given a formal deadline at the outset, but in December 2018 agreed to finish by March 31, 2019. From the first meeting on May 31, 2018 to March 31, 2019, the CAG will have met approximately 25 times over 10 months of meetings.

2.2.3 MEMBERS AND COMMITTEES

The motion establishing the CAG on April 4, 2018 described a process for selection of the CAG’s members. FD #3 would issue a press release inviting citizens to serve on the CAG and explain the process. Applications were sent to the Fire Department.

Town, FD #3, and SJCPHD #1 would then each select one representative. The three members so chosen would then select the last two members. The three founding members of the CAG found two suitable candidates from the original pool of applicants.

The Town of Friday Harbor selected **Chuck Dalldorf**. Mr. Dalldorf has more than 32 years of professional experience in both government and private sectors serving on multiple boards, commissions, and advisory groups. He has served as Chief of Staff to three Mayors of the City of Sacramento, is an active member of the U.S. Coast Guard Auxiliary in the San Juan Islands Detachment, and a volunteer with FD #3.

SJCPHD #1 selected **George Johnson**. Mr. Johnson spent twelve years as an elected commissioner of SJHCPHD#1 (including three years as president of that board). He also chaired the elected Board of Freeholders that drafted the current County Charter.

FD #3 selected **Dan Paulson**. Mr. Paulson has resided on San Juan Island since 1976 and was the island’s first Paramedic. Now retired, he was a full-time business owner with more than two dozen

employees and managed multi-million dollar budgets. He also served on the Inter Island Healthcare Foundation and Inter Island Medical Center boards for many years.

SJCPHD #1 Board Recording Secretary Nathan Butler organized the first meeting on May 31, 2018, in consultation with these three original members, who then chose **Mark Tompkins** and **Rick Frazer** to be at-large members.

Mr. Frazer has 35 years' experience in EMS as a pilot, Director, and VP of Operations of an ambulance service that provided emergency and critical care air services nationwide. At one point he directed over 300 transport units with a total budget of over \$800 million.

Mr. Tompkins is the Director of SJC Health & Community Services where he manages a staff of 30 and a multi-million budget. He has been an active member of SJC FD #3 since 2001.

The CAG later hired **Nathan Butler** as **recording secretary** and for **administrative support**.

Meetings were generally held in the conference room at SJCPHD #1 headquarters on the 1st and 3rd Wednesday of each month and were open to the public. Nathan maintained public records for the group and served as general support staff. He drafted minutes of all the meetings, which were subsequently adopted by consensus of the CAG members.

The group established **three subcommittees**: Legal, Outreach, and Financial. This allowed the group to deal with issues outside of plenary sessions and helped break tasks down into smaller pieces.

2.2.4 LEGAL GUIDELINES FOR THE CAG

As an advisory group, the CAG is not bound by the **Open Public Meetings Act (OPMA)**. That is because it does not make decisions on behalf of a governing body, and never had a quorum of commissioners from either Board present at a meeting.

The CAG is subject to the **Public Records Act (PRA)** because it is organized by official government agencies. Every effort has been made to preserve records from this process on behalf of the public and have them readily available. Many are posted online and readily available at <http://sjcphd.org/meeting/citizens-advisory-group-cag> at the time of writing.

2.2.5 MEETINGS RUN BY CONSENSUS

The CAG is a group of volunteer citizens working independently in a fully collaborative, congenial and transparent manner. Early in the process an important decision was made: at George Johnson's

suggestion, that the group agreed to run meetings by consensus rather than according to Robert's Rules of Order. Consensus decisions were made by agreement of all.

This commitment to consensus extends to the recommendations in this report, which have unanimous support of the CAG. Disagreements or objections to any points or issues raised during the process that lead to a recommendations were negotiated and modified as necessary until the CAG was able to reach consensus.

2.2.6 NON-INTERFERENCE

It should be clearly understood that no attempt was made to interfere with or direct the CAG's process, nor to influence any outcome at any point along the way. Some Board Commissioners attended some meetings, but did not attempt to steer any outcomes. Employees from all the involved Agencies attended at least some of the meetings as guest speakers or as audience members. However, the CAG developed its recommendation independently and are satisfied that this report reflects their independent and unbiased recommendation.

CAG members are satisfied that this report reflects their independent and unbiased recommendation. The report is intended to provide a proposed roadmap for implementation of these recommendations, so that the elected Commissioners of both Districts and Councilmembers of the Town can define and expedite actions necessary to move forward.

2.3 MAKING THE RECOMMENDATION

2.3.1 OVERVIEW

The CAG has met frequently and extensively since its first meeting on May 31, 2018. Many community members, leaders, and public officials gave time and effort to assist the CAG in its work.

Over the course of this last year, the CAG held over twenty CAG meetings and attended two joint meetings with SJCPHD #1, FD #3, and the Town of Friday Harbor. The process ended on March 31, 2019. Approximately 250 person-hours of meeting time were donated to this process, plus many more hours to subcommittee meetings, drafting and reading email, communicating by phone, and other interactions.

By the end of this process, the CAG will have:

- Generated approximately 60 pages of minutes to inform the public and the Boards
- Posted approximately 35 hours of meeting audio to the SJIPHD#1 website

- Interviewed 12 people at CAG meetings in Friday Harbor and many others around the state through phone calls and in-person meetings. These subject matter experts include:
 - Chief Brad Creesy, FD #3 (outgoing)
 - Chief Jerry Martin, SJIEMS (outgoing)
 - Duncan Wilson, Town of Friday Harbor Administrator
 - Pamela Hutchins, SJCPHD #1 Superintendent
 - Michael Sullivan, MD, San Juan County Medical Program Director
 - Chief Scott Williams, Orcas Fire and Rescue
 - Loren Johnson, MD, retired ER physician and past Interim Medical Director for the IIMC
 - Chief Norvin Collins, FD #3 (incoming)
 - SJC Auditor Milene Henley
 - SJC Assessor John Kulseth
 - Department of Health representatives Catie Holstein and Jason Norris
- Organized three subcommittees (outreach, legal, and financial) to do additional work
- Reviewed budgets for FD #3 and SJIEMS to assess how they might work together based on input from four different agencies, based on the latest (2019) budgets.
- Spent about \$4,000 of its \$10,000 budget, mostly on administrative support for the minutes, website maintenance, audio recordings, management of public records, logistics, research, and more.

Over the course of this process, each member of the CAG individually as well as collectively learned a great deal that informed the thinking on these issues. While CAG members may have had preconceived notions about the outcome, each kept an open mind and determined to make a fair and sincere evaluation based on the research and discussions.

2.3.2 OPTIONS EVALUATED

The first option is always to do nothing -- which is not always a bad choice. Island residents do receive quality EMS service and Fire service. Neither service appears to be in immediate fiscal or operational trouble.

It quickly became apparent, however, that services could be improved, and perhaps at lower cost. The CAG began by attempting to examine all possible options. This is not because every option is equally valid, but the effort was intended to ensure that no viable option was overlooked. The next chart summarizes the main options considered and the routes they take.

The chart of options can be roughly divided into four sections: (1) merger of operations and levies (2) regional integration (3) dissolving the current EMS service rather than merging, and FD #3 stands up their own service, and (4) contracting for services.

Chart of Options:

BLACK = Steps involving FD #3

BLUE = Permutations involving current EMS Dept

ORANGE = steps involving Town

WHITE = Other

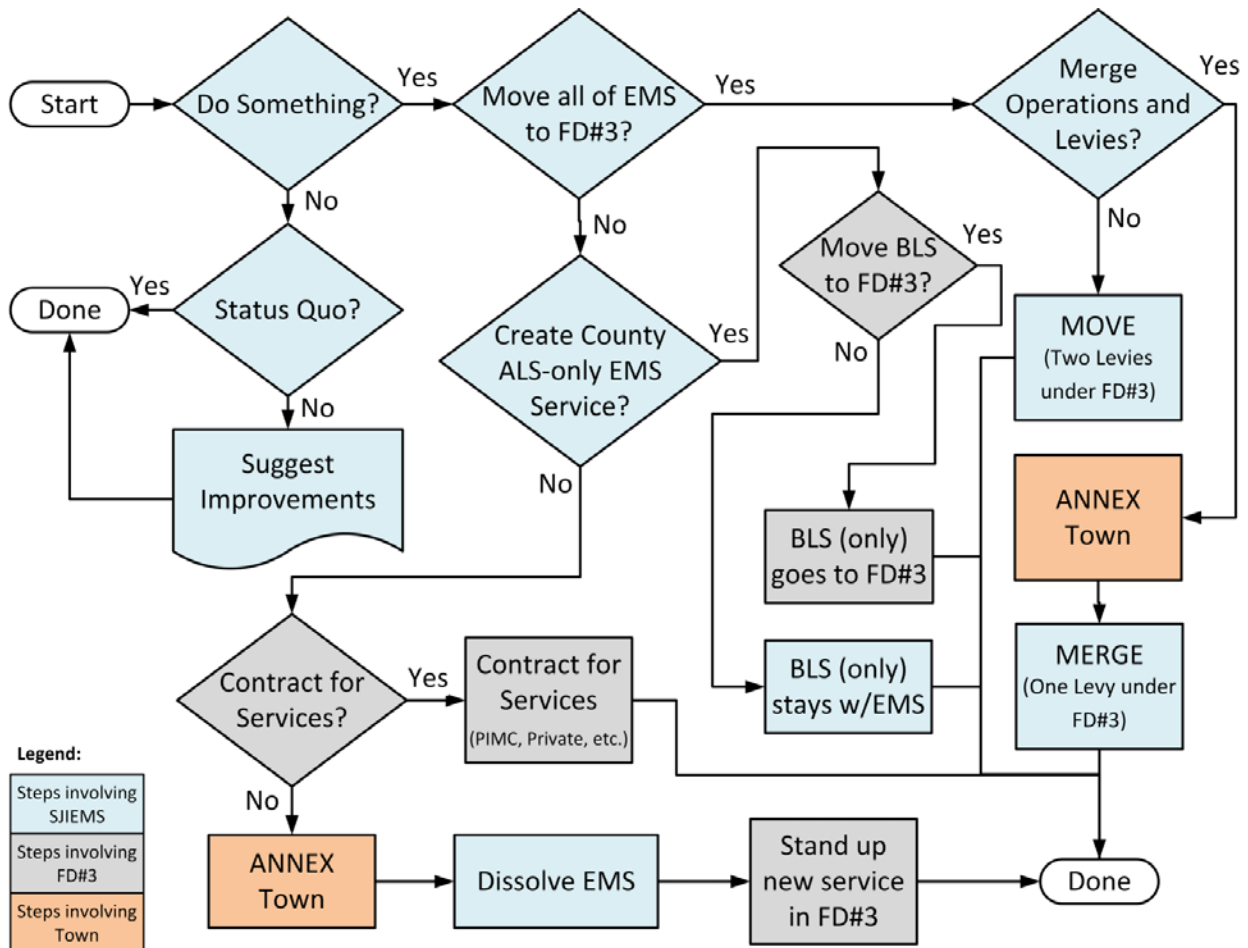
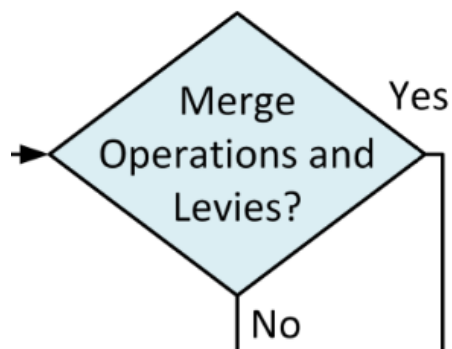


Chart - Combine EMS/Fire Service



This option is straightforward: take the SJIEMS and move operations under FD #3. All options in this cluster involve operationally moving EMS under Fire as intact as possible. There are, however, two permutations regarding how to handle it from a funding perspective.

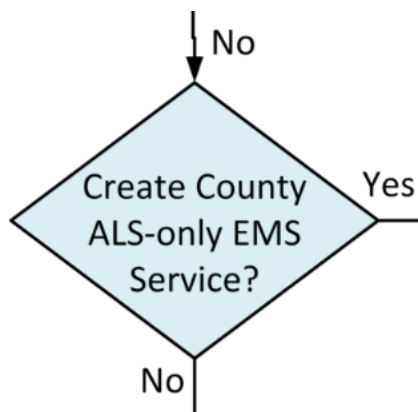
First, this could be done by moving the EMS service under FD #3 but maintaining the current EMS Levy under SJCPHD #1. SJCPHD #1 would then pay a subsidy to Fire District #3 much like it does to Peace Island Medical Center,

and Fire would provide EMS services in its new combined service. This is the “**move**” option. It side-steps the need to annex the Town of Friday Harbor as its primary advantage.

Alternatively, the current EMS levy could be dissolved, operations moved under the Fire Department, and the current FD #3 levy increased to accommodate the EMS service which it would then run. This is the “**merge**” option. This would likely involve annexing the town because the current SJCPHD #1 EMS Levy covers the town, while the FD #3 does not. If Town was not annexed, then Town would need to pay FD #3 for EMS services, since currently residents are taxed by SJCPHD #1 for EMS services but FD #3 does not include the Town. A possibility is to add EMS services to the current contract the Town has with FD #3 for fire services.

Either of these options could work, with different advantages and disadvantages for both.

Chart - Regional Integration



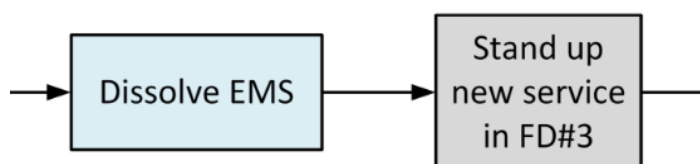
This option has two permutations, both involve a countywide ALS-only provider combined with either (a) BLS under the Fire Department or (b) SJIEMS becomes BLS only. This option has occasionally been misunderstood as not offering ALS service, so it's important to note that this is “regional county ALS service” in addition to one of the other options.

This option would have been time consuming to set up and would have required a great deal of buy-in from other agencies around the county. It also wasn't what either agency was looking for. It did have some advantages, particularly in

sharing paramedics for shifts, but it was discarded early on.

Regional integration of some kind in the future does make sense, but probably in the form of an RFA -- or perhaps for marine and outer island response (see 2.3.3).

Chart - Dissolve EMS, Fire Starts New Service



This does not mean that EMS services would no longer be provided. “Dissolve EMS” refers to the system as it is currently constituted.

This option is for the current EMS service to be shut down entirely, rather than moved or merged, and its assets sold off. Then, FD #3 would start its own service with its own levy. They could

purchase assets as needed and hire some of the same staff under a previous agreement (e.g. first round of hiring could be from SJIEMS) or a similar arrangement. However, it would be a brand-new service.

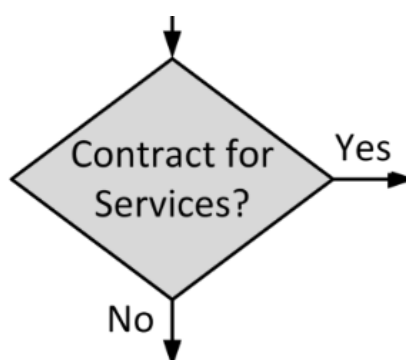
This would likely require annexing the Town because the EMS levy currently covers the town while FD #3 does not. FD #3 could also contract for EMS services instead of providing them directly, though it's hard to see how that would be advantageous.

From a *levy* standpoint this option is virtually identical to the move/merge option described next as both options require that the current EMS levy be retired, but it differs from an *operational* standpoint in how the new EMS service is organized. Under the merge option, current EMS service is basically combined into FD #3. On the other hand, in this option FD#3 starts from scratch, possibly taking some pieces of SJIEMS as desired.

This option underestimates the experience and value of the current EMS agency on this island which does provides quality service. It also overestimates the capacity of FD #3 to essentially create a quality EMS service based on very modest experience and background in providing EMS services as an institution (with some notable individual exceptions).

It also seems unlikely to succeed, given the expectation of resistance from current EMS staff and governance Board -- though, in principle, it could work.

Chart - Contract for Services



The last set of options involves shutting down the current system and simply contracting for EMS services. Either SJCPHD #1 or FD #3 could do this, simply paying a third entity to run the services on their behalf. One example of this would be to pay PIMC to run EMS services.

The CAG could not think of anybody else who would take such a contract, however, and hospitals do not typically take on the liability that goes with ambulance ("pre-hospital") service.

However, there are 3rd party EMS delivery systems around the country that work, though they are not common -- and would have a hard time operating efficiently San Juan County.

The only possible exception that might work would be to contract with Lopez or Orcas fire departments for service. However, it would be a challenge to contract only for EMS service, and there are many other obvious issues (including geography).

2.3.3 OUTREACH COMMITTEE FINDINGS

In the course of considering what should be done, Dan Paulson and Mark Tompkins interviewed many people from around the state. Based on their interviews with Whatcom and Skagit counties personnel, they found the following benefits in consolidating EMS and Fire.:

1. **Better utilization and depth of resources:** Since they staff both ambulances and fire engines, they now have the ability, if needed, to put more ambulances on the road at any given time. Decisions are based on call volume and demand. In addition, they are able to craft responses to maximize results. For example, instead of always sending a fire engine and a transport unit, they can, in some cases, just send the transport unit.
2. **Accountability and quality assurance (QA):** Mount Vernon has better command and control over operations and has put in place better accountability measures relating to narcotics handling and QA reviews.
3. **Incident Command and chain of command are built into the system:** This is an underrated benefit of fire-based systems. On every call, in every situation, there is someone in charge and a clear chain of command. As the incident grows or contracts in personnel and complexity, the chain of command and incident command system change smoothly. By contrast, in many EMS agencies there is no clear chain of command, no clear group leader and little emphasis on incident command training. The benefits to the safety of personnel and citizens created by this chain of command and incident command cannot be overstated.
4. **Administrative challenges in EMS organizations:** For over 30 years, most of Skagit County was served by an agency known by several names, most recently Central Valley Ambulance (CVA). There was a large disconnect between line staff and administration. Because they did not have an organized group, CVA was rarely able to implement changes smoothly or adapt to new administrative challenges. Examples include: unable to implement QA; unable to push new initiatives down to the crews; and a lack of coaching or disciplinary processes or a way to implement these processes.
5. **Economy of scale:** Since going to a fire-based organization, Skagit County has seen fewer “level zero” situations in which no resources are left in the system. Fire departments were able to do this by combining their fire resources with what were previously EMS-only resources. In most systems the fire department is already staffing crews to respond to the same calls as EMS. Having those resources under one organization and cross trained in all hazards allows for far greater flexibility in everything from scheduling to mixing crews on the fly.

6. **Medicare reimbursements:** Skagit County found that there was a decrease in Medicare reimbursements if EMS is owned by the hospital.
7. **Liabilities:** Skagit County commissioners were concerned with liabilities, which was a factor in transferring EMS back to the (4) city fire departments.
8. **Training and morale:** Cross staff training has shown efficiencies in budgets and also been very good for departmental morale and has helped with the recruiting of volunteers. Training, continuing education (CE), call review and QA are now more closely monitored and coordinated. Also, by having paramedics, EMTs and firefighters staffing stations 24/7, standby time can be utilized for education, training and planning as well as having a quick out the door response time.
9. **Future mergers:** There is a national trend to merge more EMS/Fire systems together. This also sets the stage for developing RFA's in communities, with the benefit of shared resources and training as well as economies of scale.
10. **Administrative efficiency and economies of scale:** There are anticipated savings in the areas of administrative coordination as well as economies of scale.

Based on the CAG's research, many of these benefits are likely to accrue in a combined EMS/Fire service on SJI, and served to help advance the CAG's understanding.

2.3.4 OPTIONS FOR THE FUTURE: RFA

Further integration options are opened by consolidation of EMS and Fire services on SJI. These generally exceed the scope of the CAG, but the possibility of a Regional Fire Authority (RFA) still bears mentioning. The CAG is not making a recommendation regarding creation of an RFA but wants to point out that an RFA cannot be considered without a merger, as all agencies in the RFA need to provide like-kind services.

In 2004, the Washington Fire Chiefs (WFC) led a legislative effort to provide fire districts, municipalities (city departments) and tribal nations the ability to formally join together in the provision of fire and emergency services. Regional Fire Authorities were created, as a municipal corporation, to permit this regional consolidation.

This ability had formerly been available via mergers; annexations, and through interlocal agreements or contractual consolidations (between any set of entities related to specific operational items like training, administrative services, or for entire department operations); and joint powers agreements (basically an agreement allowing entities to share resources and authority via a contractual arrangement). All of these "tools" are still available to the fire service and used by many agencies.

The RFA can combine fire districts to fire district; city to city; fire district to city; or any combination one can think of. Organized under [RCW 52](#), an RFA is very similar to a fire district (also organized under the auspices of Title 52 RCW).

The RFA's strengths are built around the formation of a "planning committee." This committee establishes the vision, operational aspects, and funding methodology for the RFA before the proposal comes before the citizens in all affected areas, who will vote to determine if the RFA is right for them. This can combine entire fire districts (in various combinations); or, it can be used to establish operational guidelines and a funding mechanism for subsets of fire departments such as "Hazardous Materials RFA", "Paramedic/ALS Service RFA", "Training RFA", etc.

The merging of SJIEMS and FD #3 allows the possibility of a future combined EMS/Fire service for SJC under an RFA, or some lesser form of formalized cooperation such as wildfire or marine rescue. The advantages to all agencies and citizens of the county include (1) better financial efficiencies, (2) shared resources, (3) administration efficiencies, (4) a coordinated plan for any county wide emergencies, and (5) coordinated and improved training.

2.3.5 GUEST SPEAKERS

Throughout this process the input given by guests had an impact on the CAG and helped shape how the group perceived both problems and solutions. Each member of the CAG brought their own insight and experience to the table. Few members if any had the same opinion by the end that they had at the start. Issues that seemed incredibly complex in the beginning began to seem simpler after 10 months of discussion.

FD #3 **Chief Brad Creesy** and SJIEMS **Chief Jerry Martin** gave substantial insight into the operations and financial situation of their agencies. Creesy answered questions about shared calls, the rescue boat, Fire Department finances, and his thoughts on consolidation. Martin discussed call volume, EMS finances, how EMS operations work, billing, and his own thoughts on merger. Both chiefs shared reports regarding various aspects of their agencies and merger which can be accessed on the CAG website; and many aspects of which have found their way into this report. The new FD #3 administrator, **Chief Norvin Collins**, gave further insight later in the process.

Town Administrator **Duncan Wilson** answered questions about the Town's role and gave input on how they fund fire services.

SJCPHD #1 Superintendent **Pamela Hutchins** answered questions about SJCPHD #1 role at SJIEMS; and ownership of EMS assets.

San Juan County Auditor **Milene Henley** and San Juan County Assessor **John Kulseth** answered questions regarding levies and elections, clarifying the complicated issues in these areas. They also provided a great deal of historical information about elections and levy issues for EMS and FD #3 services in San Juan County. The information they provided constitutes the building blocks of chapters 3 and 4.

Dr. Michael Sullivan, San Juan County Medical Program Director (MPD) gave general insight based on many years of experience in different types of EMS service models and answered questions regarding the hospital's role in emergency care. He also shared his thoughts on the present situation: "One 'all response' department or 'all hazards' department is crucial. "I think you will see a significant increase in service." Memorably, when asked about the upside to merger he said, "The most valuable instruments are always people... There are some really valuable people at SJIEMS... I would bring everyone, tell them they need to be on board with the change, then check!"

Chief Scott Williams from Orcas Island Fire and Rescue answered many questions about how a combined service works in an island setting such as ours, and made a compelling case for the advantages in terms of service and funding for a combined service. When asked about the sharing of resources in a combined EMS/Fire service he explained that nationally fire responses are large incidents, and fire equipment is large and expensive, stating: "I think nationally agencies take EMS very seriously now... I'm not saying that some places in their hearts still place more emphasis on fire, but in my experience... it's just not the case." His cheerful belief that a combined service can provide better service at a lower cost contributed to the CAG's thought process.

Dr. Loren Johnson gave a presentation on large incident risks that provided insight into the importance of some level of regional cooperation and integration.

Catie Holstein and **Jason Norris** from the Department of Health made the trip out from Olympia to tell the CAG about licensing requirements and the role of the DOH in managing EMS service delivery.

2.3.6 PUTTING IT ALL TOGETHER

The CAG's recommendation should now be clear. This chapter is intended primarily to document the process by which the CAG reached consensus on its recommendations.

Additional legal work will be required by the Districts and Town to move this effort forward. Understanding the complexity of district boundaries, changes to existing or future tax levies, the impact on citizens of those levies, and so on, requires legal opinions that the CAG is unable to provide. While the CAG was allocated a budget for its work, the committee chose not to spend those resources on legal work that would have to be duplicated later by each agency's own legal counsel.

For those who are interested in how this process went, and how the CAG's thinking evolved, this chapter makes the case that every effort was made to hear from every stakeholder, and to meet with every subject matter expert possible, while concluding the work in a reasonable amount of time.

A project like this rests on the details. Whether or not the recommended course succeeds can depend on identifying and executing on numerous details, as discussed on January 30, 2019, and recapitulated in the minutes:

“Frazer suggested that if a merger is not executed properly it could still do more harm than good, and that there needs to be more work explaining that the benefits justify the risk”. George Johnson said, “The question we should start with, I think, is what would be the ideal down the road in 5 or 10 years...presuming leadership competence at the levels it has to be, in the various organizations that we're talking about – and you can't always predict that.”

While the CAG has made its recommendation, it is important to observe that it will not succeed without interagency cooperation, good leadership, and a lot of planning. Even a good plan poorly executed will do more harm than good. This island has good EMS service, and it has good fire protection. The CAG emphasizes that no one wants to break any of this.

As Dr. Michael Sullivan stated on October 17, 2018, “My philosophy has always been leadership...keywords that I use is developing passionate champions... Without passionate champions [it doesn't work]... they must be able to visualize that positive end result.”

The CAG would like to emphasize that execution matters: sound departmental leadership and governance, a solid implementation plan with a grasp of the details, interagency cooperation, and passionate champions -- without these even the best plan will end up having a negative result. This was reiterated by many guests, and confirmed by CAG member experience and that of many others.

CHAPTER 3

FINANCIAL PACKAGE

3.1 SUMMARY

Whenever two organizations with similar services consolidate, there is always an opportunity for financial gain by combining similar duties and expenses. While EMS and Fire each provide their own skills, there are some overlaps in positions and expenses since both disciplines deal with emergent situations.

The Citizens Advisory Group has reviewed the last 5 years of actual expenditures for both SJIEMS and FD #3 along with the projected 2019 budgets for both. The CAG has also compared the financial performance of Orcas EMS/Fire combined system to a combined San Juan EMS/Fire system. Both organizations respond to roughly the same number of calls, have about the same number of stations and vehicles and levels of equipment. This allows for a reasonable comparison of operations.

While there are decisions to be made around annexing the town and redistricting the EMS/Fire boundaries that will impact the levy amount, there is an expectation that a consolidation will reduce some expenses. Because the capital items for each service are unique, the CAG has not made a recommendation on capital equipment.

The CAG is making its recommendations on the day-to-day operational expenditures with the assumption that each organization will provide services close to those that exist today. The CAG has compared the proposed SJIEMS/FD #3 consolidated operations to Orcas because it is already a combined EMS-Fire service. When a levy amount for the combined organization is requested, a different amount could be based on an enhanced service level, a higher call volume or a further reduction in expenses.

3.2 REVENUE AND EXPENSES

3.2.1 COMPARING EXPENSES

Personnel expenses are always a large portion of any organization's budget and these types of services are no different. When the system is consolidated, there will be a total of 18 full-time personnel between EMS and Fire. Orcas is currently operating with 12 full-time personnel. The volunteer work force on both islands is at about the same level. The salaries paid at each level of all the organizations are very similar. Therefore, it is reasonable to expect a \$275,000 to \$375,000 reduction in overall personnel expenses.

Indirect operating expenses may also be reduced by a consolidation of services. These expenses are fixed whether or not an ambulance or fire truck responds to a call and include but are limited to: administration, marketing/PR, professional services, training and infrastructure, etc. It is reasonable to expect between \$100,000 and \$150,000 reduction in overall in-direct costs.

Direct operating expenses is the area that will show the least reduction. Because these expenses are directly associated with having an ambulance or fire truck respond to a call, these expenses are unpredictable and change only with volume. These expenses include items like fuel, maintenance, medical supplies, etc. It is reasonable to expect between \$25,000 and \$50,000 reduction in overall direct operating expenses.

If the savings are combined it would be reasonable to expect for the same level of service a reduction in expenses as follows:

Expense Reduction	Low	High
Personnel	275,000	375,000
In-Direct	100,000	150,000
Direct	25,000	50,000
TOTAL	400,000	575,000

This would be a savings between 13% and 20% of the total combined operating expenses.

3.2.2 REVENUE

A very large percentage of the income for EMS and Fire are obtained through their respective levies. One of the issues with a combined system is that if there is a single levy developed, it will need to have the same district boundaries. (Explained in more detail Chapters 4-5). The other issue is the Town of Friday Harbor is included in the SJCPHD #1 EMS levy but not in the FD #3 levy. The

Town pays for its Fire services through its General Fund. The difference between the EMS District size and the Fire District size are as follows:

SJCPHD #1 EMS District Includes: San Juan, Brown, Pearl, Henry, Spieden, Stuart, Dinner, O'Neal, Cactus, Satellite, Johns, Cemetery, Gossip (aka George), Goose, Sentinel, Turn, Flattop, Low, Battleship, Barren, Posset, Pole, Ripple, Gull Rock, Danger Rock, Happy, Guss, and Reef Point.

FD #3 Includes: San Juan, Brown, and Pearl.

Listed below are the 2019 assessed values and current levy rates for the EMS and Fire. The difference in assessed values is explained by the different district sizes and the Town of Friday Harbor General Fund.

PROPERTY TAX	Assessed Values	Levy Rates 2019	Levy \$ 2019
SJCPHD #1 EMS District	3,479,532,081	0.4353555003	1,514,833
FIRE - Fire District #3	2,728,911,027	0.5110660356	1,394,654

GENERAL TAX FUND (Approx.)	Assessed Value	Levy Rate	Levy Amount
FIRE - Town of FH (if part of FD #3)	575,621,054	0.5110660356	294,180

3.2.3 TOWN ANNEXATION

For this next section it is assumed that the Town of Friday Harbor is annexed into the Fire District. Then, the difference between the examples are as follows: The EMS coverage zone includes all the islands in the current SJCPHD #1 EMS District for both EMS and Fire Services. The Fire District Size would include those islands in the Fire District for both EMS and Fire Services. (see Chapter 4)

As the combined system is being finalized there may be alternative district sizes and levy rates developed. The suggested levy rates below are examples of the possible impact of a combined system with the financial reduction built in. The reductions may also change as the combined system becomes finalized.

SUGGESTED COMBINED EMS/FIRE LEVY RATE with a \$400,000 Reduction	Assessed Values	Proposed Levy Rate	Proposed Levy Amount
EMS/FIRE - EMS District	3,479,532,081	0.8232437	2,864,503
EMS/FIRE - FIRE District with Town Annexed	3,304,532,081	0.8486838	2,804,503

SUGGESTED COMBINED EMS/FIRE LEVY RATE with a \$575,000 Reduction	Assessed Values	Proposed Levy Rate	Proposed Levy Amount
EMS/FIRE - EMS District	3,479,532,081	0.7729495	2,689,503
EMS/FIRE - FIRE District with Town Annexed	3,304,532,081	0.7957262	2,629,503

While the levy income is a large portion of the income for the combined services there is another \$900,000 (approximately) earned through other services and income sources.

In conclusion, the community needs a sustainable long-term system that will provide strong quality and care to the residents and visitors to San Juan and surrounding islands. The consolidation team needs to have a clear understanding of all the financial issues and to reasonably balance them between the service expectations and the income available.

Further financials and budgets can be found in the Appendix.

PART II

Implementation

CHAPTER 4

BOUNDARIES

4.1 SUMMARY

Consolidating FD #3 and SJIEMS will require addressing the fact that the two taxing districts have slightly different geographical boundaries and thus serve slightly different populations.

FD #3 includes all of San Juan Island except the Town of Friday Harbor plus Brown and Pearl Islands. FD #3 serves the Town through an interlocal agreement, not through a district levy.

SJCPHD #1 EMS levy district includes all of San Juan Island plus Brown, Pearl, Henry, Spieden, Stuart, Dinner, O'Neal, Cactus, Satellite, Johns, Cemetery, Gossip (aka George), Goose, Sentinel, Turn, Flattop, Low, Battleship, Barren, Posset, Pole, Ripple, Gull Rock, Danger Rock, Happy, Guss, and Reef Point.

There are two questions to consider:

1. First, is the interlocal agreement between FD #3 and the Town the most efficient arrangement for longer term service or would there be an advantage to both parties in annexing the Town?
2. Second, if SJIEMS were to move to FD #3, what service would be extended to the outer islands that EMS currently serves and FD #3 does not?

The Town of Friday Harbor has fire service provided by FD #3 by means of an interlocal agreement.

The Town can either be annexed or the interlocal agreement can be modified to include provisioning of EMS services. However, in the instance of an updated interlocal agreement, the Town will need to come up with a way to pay for EMS service which is currently funded by the SJCPHD #1 EMS levy. Alternatively, SJCPHD #1 could pay FD #3 to provide EMS service by using the existing levy on a contractual basis.

The Outer Islands that are a part of the SJCPHD #1 EMS Levy, but not a part of the FD #3 levy, create a somewhat complex issue for integration. Annexation of unincorporated county territory is challenging, but doable (see Chapter 6 “Elections”). Alternatively, some form of interlocal agreement or memorandum of understanding could be worked out to provide existing levels of service to these areas. Innovative solutions like a subscription plan might be worked out.

This chapter focuses on these district and levy boundary issues. Chapter 5 expands on levy rates and gives more detail on how the levies work. Chapter 6 lays out some different scenarios with timing and charts.

4.2 BOUNDARIES

4.2.1 ANNEXING THE TOWN OF FRIDAY HARBOR

In the event that FD #3 and SJIEMS are consolidated there are three main options available for funding EMS service for the Town:

1. Annex the Town so that it becomes part of FD #3.
 - This is the simplest and most permanent solution, and both Town and FD #3 have indicated they are amenable to it.
 - Such annexation requires voter approval of two ballot measures at a general election -- one by voters in the Town and one by voters in FD #3. A simple majority is sufficient for approval in both cases.
 - Annexation would render the current interlocal agreement between the Town and FD #3 unnecessary. Taxpayers in the Town would now pay a property tax for fire protection directly to FD #3 and the current interlocal agreement would be cancelled.
 - Currently, Town residents pay for fire service out of the Town's general fund. This is funded by a Town property tax levy. After annexation, the Town could consider modifying its property tax rate as the interlocal agreement would be irrelevant.
 - Town residents would pay the newly created FD #3 property tax levy.
2. Amend the current interlocal agreement between FD #3 and the Town of Friday Harbor to provide both SJIEMS and fire services (rather than just fire services).
 - The biggest drawback to this approach is finding a revenue source to pay for SJIEMS services, since the Town budget doesn't currently pay for them. SJCPHD #1 currently levies Town residents directly and that levy would cease to exist. The Town could run a levy lid lift for its property tax, but that represents a potential challenge.

3. Keep the current SJIEMS levy under SJCPHD #1 and contract with FD #3 for SJIEMS services.
 - This would be very similar to the agreement between SJCPHD #1 and Peace Island Medical Center (PIMC), in which the hospital district levy is paid as a subsidy to PIMC to provide medical services to island residents.
 - This is probably the easiest solution and can be done relatively quickly.
 - However, it is a temporary solution, as the SJIEMS levy must be renewed by 2022.
 - In this case, FD #3 would have neither a permanent revenue source for SJIEMS nor total control of the funds. This is likely to become problematic for FD #3 should the levy not be renewed. FD #3 will have invested in cross-trained staff to play crucial roles in both FD #3 and SJIEMS, for example, and the loss of SJIEMS funds would cause a considerable dilemma for the integrated agency. In addition, while the hospital district primary levy is permanent, the SJIEMS levy must be renewed.
 - Keeping the current SJIEMS levy might be an excellent starting point for more permanent consolidation. For example, FD #3 could run its own levy (instead of the SJCPHD #1 running a continuation levy) for 2022 and beyond. Or, FD #3 could annex the Town before 2022 and run a levy lid lift to cover SJIEMS funding.

It's worth mentioning here that FD #3 could potentially annex the Town of Friday Harbor by passing a resolution to do so while the Town passes an ordinance affirming its desire to do so. Although it remains untested, the wording of [RCW 52.04.061](#) ("Annexation of proximate city or town — Procedure — Definition") suggests that the process can be "initiated" by the Town's ordinance and the FD #3's resolution. It is not clear whether a vote by the electors of both areas is still needed.

If it can be concluded without an election, the process would be straightforward and might be preferable to revising the interlocal agreement as described above because it would allow the Town to pass an ordinance approving annexation. Even if it is possible to have annexation occur without a vote of the public it would be appropriate to give the public a chance to vote.

4.2.3 OUTER ISLANDS

If FD #3 and SJIEMS are to be integrated, an important issue will be whether or how to serve those islands currently included in the SJIEMS district that are not within the FD #3 district.

A district may not collect a levy from taxpayers beyond its borders, and the current EMS levy cannot be transferred to FD #3. An agency may, however, provide services outside their district by interlocal contract and be paid for it. Therefore the current EMS levy must either be retired (and FD #3 create its own revenue source for EMS service), or they must contract with SJCPHD #1 to receive funds from their levy revenue to provide EMS services.

Realistically, providing fire protection to the outer islands may be challenging. FD #3 currently offers wildfire response on the outer islands through a mutual aid agreement with DNR. Also, some level of EMS service is offered by SJIEMS, though only with a significantly delayed response due to the transportation challenges.

It is unknown whether residents and/or property owners of these islands are satisfied with current service levels, or whether they object to paying the current SJIEMS levy. Resolving these questions with a survey of the residents' opinions and preferences might help determine the proper course.

The total number of registered voters at the time of publication in these areas is 55 (*source: SJC Elections Office*). Part-time residents who are not registered there are not counted, nor are vacationers or non-voters. The total tax revenue for SJIEMS in these areas is about \$73,500 (*source: SJC Assessor's Office*).

In the meantime, there are several options for a merged system regarding service to the outer islands:

1. FD #3 could propose annexing the outer islands it does not now serve.
 - a. This requires that they also provide fire service to the islands and may not be practical. However, FD #3 could engage in prevention and education services, reducing fire hazards and preparing residents to minimize risks to help mitigate response challenges.
2. FD #3 could add these islands to their licensed response area without annexing them.
 - a. This raises the issue of providing service to an area outside of the fire district's boundaries, so those within the district would subsidize services to those outside the district.
 - b. This may raise legal concerns with both the district's taxpayers and with the State Auditor -- who could argue that this as a "gift of public funds."
3. FD #3 could run an EMS levy just for marine and outer island response.
 - a. The cost of delivering services to these islands is unclear at best and depends greatly on call frequency (as well as transportation costs -- which may be borne by the Sheriff's department). But assuming just one or two calls per year, it may be insignificant enough to qualify as "de minimis" -- satisfying the state Auditor and district taxpayers that it's not worth arguing about.
4. If the outer islands want service, they could contract with FD #3 to provide EMS service -- assuming they're willing to pay for it -- whether as individuals (subscription program) or collectively as a new Fire District
 - a. FD #3 would have to charge what the service costs, and the cost per response would be considerably higher than the cost of a response on San Juan Island.
 - b. An agency would probably need to be established with whom FD #3 could contract. This could be a separate EMS or Fire District.

- c. For example, Decatur island residents have had discussions about forming a new Fire District after a wildfire fire there on July 4th, 2018, saw a three-hour response time from DNR (see: <https://thenwfireblog.com/2018/07/04/washington-wildfire-decatur-head-fire-1/>).
- 5. The last option, which is not recommended, is to simply forego all service to the Outer Islands -- who, of course, would stop paying the EMS levy.
 - a. While they could later pursue one or more of the above options, this choice would violate the principal of maintaining existing EMS and Fire service levels.

Whichever option the Fire District elects to pursue, the most ethical choice is to first poll the outer islands to see what level of service they wish to receive (if any), and how they prefer to pay for it.

The CAG's position is that FD #3 (and in some cases, Orcas Fire and Rescue) could provide EMS services in the minimal number of cases occurring on remote islands, without having to levy a tax on those islands. They could document the historic number of calls per year, estimate the cost of those calls, and see if this is low enough to be considered insignificant. They could then formally adopt a policy of responding to these calls as a "de minimis" expense to the district that is far outweighed by the public benefit, good community relations, and training opportunities such calls afford.

Ideally, FD #3 might want to execute an MOU with the other county fire districts that would document which department responds on which islands. FD #3 could then simply add those islands to the EMS service response area in their license application -- and not change the boundaries of the fire district at all.

CHAPTER 5

LEVIES AND TAXES

5.1 SUMMARY - LEVIES

5.1.1 SUGGESTED PREPARATION FOR THIS CHAPTER

This chapter deals with financial and levy rate questions involving a transfer of SJIEMS services to FD #3. Many related questions are covered elsewhere, and Chapter 4 “Boundaries” should be read first. There it is explained why annexation of the Town of Friday Harbor is probably appropriate and the CAG recommended that some non-annexation solution be found to provide current service levels to the outer islands.

A knowledge of property taxes is also necessary for this chapter, and a property tax primer is found in the Appendix.

The final decision regarding integration, and the mechanics of how to do it, will be up to the respective Boards. However, the mechanics matter a great deal with respect to whether a consolidation will work and whether it’s a good idea.

5.1.2 FUNDING EMS SERVICE

Arguably the simplest approach to integration is to continue funding EMS service with the existing SJCPHD #1 EMS Levy, assigning revenue from that levy to FD #3 by way of an interlocal agreement to provide EMS services under contract. Licensing requirements will be the most difficult factor in this scenario (see Chapter 7 “Licensing”) and it does require a non-trivial consolidation of the operational and administrative aspects of EMS into the Fire District.

The most obvious downside of this option is that the EMS levy expires in 2022, and a continuation levy (either 6-year, 10-year, or permanent) will be required at that time. More significant, though, will be that the Fire District must rely on an outside source for funding.

There are two primary options for funding EMS service directly by FD #3:

I. A Lid Lift for the Fire District Levy

- A. A lid lift allows the District to raise its levy rate to any level up to the statutory maximum (see 5.2.2), which for a Fire District is \$1.50 per \$1,000 of assessed value. A lid lift requires a simple majority vote of District residents. FD #3 current 2019 rate is \$0.51 per \$1,000 assessed value.
- B. A Fire District may use its levy to fund EMS services. There are restrictions if EMS service currently exists, so the current EMS levy would need to be retired.

II. Start an EMS levy under the Fire District.

- A. An EMS levy under FD #3 allows the district to stay well clear of its statutory maximum. It provides an easy way to show what goes to EMS and what goes to Fire. This may prevent arguments over funding within a combined service
- B. A separate EMS levy does not reduce the maximum for the Fire levy. An EMS levy has a maximum of \$0.50 per \$1,000 assessed value, so in theory the public could pay up to \$2.00 to a Fire District -- far beyond what is needed here
- C. This would be a new EMS levy and would be subject to validation requirements and a supermajority. (see Chapter 6 “Elections”)
- D. A separate EMS levy requires separate accounting

The current EMS levy can be retired if the SJCPHD #1 Board simply requests \$0.00. This must be done before the Fire District can start collecting an EMS levy (as the two agencies cannot both collect EMS levies).

A simple lid lift of the Fire levy is clearly the more straightforward approach as there is currently ample headroom under the Fire District’s levy cap.

5.1.3 LEVY RATES

The CAG has elected *not* to suggest a specific levy rate for an integrated Fire-EMS service under FD #3.

The SJCPHD #1 EMS levy rate for 2019 is \$0.43 per \$1,000 of assessed valuation, and the FD #3 levy rate for 2019 is \$0.51. Directly combining the rate would be \$0.94, which would mean no increased tax on the public. This isn’t necessarily the best way to handle this issue, but it is a good reference point for evaluating what rate to set.

These Districts *do* have different boundaries, but the difference is not as large as it might seem, since the Town has a contract with FD #3 for fire service. This contract pays FD #3 from the Town’s general fund an amount equivalent to the property tax that would have been collected by FD #3 if the Town were annexed. There are a significant number of tax-exempt parcels in the Town of

Friday Harbor that do not pay into the Town levy, but they will be exempt from a Fire District levy as well.

Therefore, from a financial and coverage perspective (aside from the levy rates themselves), the only real difference is the outer islands -- which as pointed out in the Chapter 4 “Boundaries” -- are covered by the SJCPHD #1 EMS levy but not the FD #3 levy. At approximately \$73,500 in revenue it is not a large amount of money for EMS (if FD #3 covered these islands they would generate about \$86,240 at their current levy rate).

The CAG recommends great care in setting the levy rate of a combined service. The FD #3 levy is permanent, whereas the current SJCPHD #1 EMS levy is a 6-year levy. Although at first blush this may seem bad, in practice the chance to reset the EMS levy rate every six years can be a real advantage when assessed values are increasing more quickly than the 1% yearly maximum increase. (Please refer to the property tax primer in the Appendix if you are lost.) By contrast, the FD #3 levy rate lid must be lifted from time to time to compensate for the inevitable increase of expenses due to inflation and other factors (which typically exceed the 1% cap on annual growth of the levy).

Voters may not want to vote on this issue again for a while. Setting a rate too low, and then being forced to run a lid lift election right away is not likely to be successful. Set the rate too high, however, and integrating EMS and Fire could fail as the public would likely reject the tax increase.

It would be wise to not anticipate saving money right away. It is over time that savings will be found -- fewer needed future lid lifts, more financial stability, better service.

5.2 UNDERSTANDING THE LEVIES INVOLVED IN MERGER

5.2.1 OVERVIEW

There are two levies involved in these merger talks. One is a 6-year **EMS levy** owned by San Juan County Public Hospital District No. 1 (SJCPHD #1) that expires in 2022. It is referred to as the “SJCPHD #1 EMS Levy,” and SJIEMS is the agency that is funded by that levy.

(SJCPHD #1 also has their own separate permanent levy, which once was used to support the Inter Island Medical Center until its closure in 2013 and is now used to help support Peace Island Medical Center. It is important not to confuse this with their EMS levy.)

The second levy involved is the **San Juan County Fire Protection District No. 3**, which is a permanent levy.

The chart below has to do with tax rates since the year 2000. The chart is highlighted to show the years in which the EMS Levy was extended, with a new higher rate set following the vote (see year 2011, 2017). It is a six-year levy.

Both the Fire District levy and the Hospital District's main levy (far right column) are permanent levies, meaning that they are not voted on once they are passed unless they go out for a lid lift to increase the levy rate.

Chart: Historical Rates for Levies involved in this report (Source: SJC Assessor 1/16/2019)

<u>Historical Levy Rates for EMS and Fire 3</u>				
<u>Tax Year</u>	<u>Hospital EMS</u>	<u>Fire</u>	<u>Hospital</u>	
2000	0.2874	0.8407	0.6038	15 year lid lift
2001	0.3174	0.7018	0.7500	
2002	0.3087	0.7391	0.7295	
2003	0.3104	0.7438	0.7335	
2004	0.2543	0.6068	0.6008	
2005	0.2601	0.5971	0.5959	
2006	0.2993	0.6004	0.6000	
2007	0.2432	0.4526	0.4497	
2008	0.2175	0.4246	0.4283	
2009	0.2361	0.4284	0.4321	
2010	0.2455	0.4162	0.4227	
2011	0.3511	0.3591	0.4331	
2012	0.3500	0.3785	0.4564	
2013	0.3500	0.5657	0.5649	
2014	0.3500	0.5839	0.5829	
2015	0.3500	0.5919	0.6010	
2016	0.3500	0.5858	0.4356	
2017	0.5000	0.5916	0.4387	
2018	0.4644	0.5486	0.4068	
2019	0.4354	0.5111	0.3813	
2020				
2021				
2022				

You will note on the far-right column that the Hospital District's non-EMS levy is highlighted in yellow for fifteen years and labeled "15 year lid lift" at the top. This was a multi-year lid lift, but a temporary one, meaning that at the end the rate reverts back to what it would have been if revenues only increased by 1% per year. In that case, the rate would have gradually dropped down to 0.4356, and at the end of that multi-year lid lift that's exactly what happened.

If FD #3 does a lid lift to cover EMS service, it's important to make sure that at the end of the lid lift's term that the results are permanent provided the public will vote for it -- unlike what happened with the SJCPHD #1 Hospital levy in 2016 (see 6.2.3).

Each levy type has a “statutory maximum,” or the maximum for a lid lift. An “excess levy” can exceed this amount for a short time, usually one year, with exceptions for Fire Protection Districts.

Current Statutory Maximum rates (source: WA State Department of Revenue)

District type	Max Levy Rate
Public Hospital District	\$0.75
Emergency Medical Services	\$0.50
Fire Protection District	\$1.50 + optional EMS levy

Although the SJCPHD #1 EMS levy is close to its maximum, none of the other levies are.

5.2.2 EMS LEVY DETAIL

(see [RCW 84.52.069](#), page 58 of [Assessor's Property Tax Levy Manual](#), MRSC on [EMS Levies](#) and [Emergency Medical Services Provision in Washington State](#))

An EMS levy is subject to a \$0.50 statutory maximum. The levy may be proposed and passed as a 6 year, 10 year, or permanent levy. Temporary levies can actually be an advantage, since they represent what is essentially a built-in lid lift every 6 or 10 years.

An EMS levy may be imposed by any county, city, fire district, regional fire authority, EMS district, or public hospital district, provided that no other EMS levy is within the same boundaries. The only exception is that if there is a countywide EMS levy that doesn't reach the statutory maximum (\$0.50), then a District within its boundaries may levy the difference. For instance, if the county levies \$0.30, then a town in that county may levy \$0.20. It is not clear specifically why that would be, except possibly to provide BLS coverage in the county and ALS in the city or a similar arrangement.

When first proposed, an EMS levy must meet validation requirements (see Appendix), but a continuing levy does not need to meet those same requirements. Were the Fire District to start an EMS levy, these turnout requirements would apply.

SJCPHD #1 runs the only EMS Levy in San Juan County. It expires in 2022. EMS services elsewhere in the county are provided for by Fire Districts.

The SJCPHD #1 EMS levy covers nine tax codes areas, four of which are not covered by FD #3 (one is the Town, the other three are outer island areas). EMS generates \$253,000 from the Town, which the Fire District does not cover directly - tax code 490. The three outer island tax codes in the EMS levy (491, 492, and 497) **will generate about \$73,500** in 2019. There are **55 registered voters** in these areas that are not in the Fire District, from split precincts 15-D and 15-E.

Levy funds are not the only way to support EMS services. Most EMS services charge fees as well as a levy. There are EMS services that get by entirely on fees and don't have a levy at all. At least one EMS service in WA State is funded in part by an additional excess levy. SJIEMS does charge patient insurance, but does not charge coinsurance except in the case of non-residents who do not pay property tax.

Unlike a permanent EMS levy, temporary 6-year or 10-year levies do not require separate accounting or the adoption of a referendum procedure. (see MRSC "[Emergency Medical Services Levies](#)")

5.2.3 FIRE PROTECTION DISTRICT LEVY DETAIL

(see [RCW 52.04](#), [84.52.125](#) for protection from proration, and [84.52.130](#) on special rules for excess levies; page 43 of [Assessor's Property Tax Levy Manual](#), and MRSC on [Fire Protection District levies](#))

A Fire Protection District levy has a statutory maximum of \$1.50. A Fire District may also levy an EMS levy separately, which means that residents in theory could pay \$2.00 to a Fire District. A Fire District can run EMS services directly out of its general fund and need not run a separate EMS levy. If it does run a separate EMS levy, it must track the funds separately only if the EMS levy is permanent. A six or ten year EMS levy does not require separate accounting.

Regional integration can be accomplished by using a Regional Fire Authority (RFA), but the statutory levy maximum is reduced by the amount spend on the RFA per [RCW 84.52.044](#). For instance, if the RFA levies \$0.50, then the maximum Fire Protection District rate is \$1.00. RFAs may not collect more than \$0.50 per \$1,000 assessed value.

By statute, Fire Protection levies are always permanent. Lid lifts are for a fixed period (one year or multiple years), and the effect of the lid lift may be temporary or permanent as with any lid lift.

There are four Fire District levies in San Juan County. San Juan Island is the only place in the county that has an EMS service separate from the Fire Department. These other districts are combined EMS-Fire services and provide a useful reference point, but keep in mind that service levels aren't necessarily the same. For instance, Shaw does not provide ALS service. The ability to deal with multiple calls may not be the same, or there may be other differences. Nonetheless, they are useful reference points.

SJC Fire Districts and EMS Levies in 2019 (Source: [SJC Assessor's Office](#))

District	2019 Assessed Value	2019 Levy Rate	2019 Levy Amount
FD #2 (Orcas)	\$2,360,022,335	0.9152954860	\$2,160,117.79
FD #4 (Lopez)	\$1,138,568,677	0.8291777906	\$944,075.86
FD #5 (Shaw)	\$182,941,995	0.8566508916	\$163,715.37
FD #3 (San Juan)	\$2,728,911,027	0.5110660356	\$1,394,653.74
SJCPHD #1 EMS Levy (San Juan)	\$3,479,532,081	0.4353555003	\$1,514,833.43

The total rate of the combined EMS levy and FD #3 levy on San Juan Island is \$0.94 per \$1,000 of assessed value. Although this is a good baseline, it isn't automatically the suggested levy rate for a combined service -- it's a good place to start though, and possibly the finish line as well.

Note that the total assessed value for the Fire Department is lower than for the SJCPHD #1 EMS levy. This is because FD #3 does not include the town of Friday Harbor and SJIEMS does. FD #3 has separate income not listed on this chart from its contract with the Town of Friday Harbor for fire services.

The next chart shows 2018 rates for comparison, making clear the significant increase in assessed values, and the limitation of 1% growth on government revenues.

Fire District #3 and SJCPHD #1 EMS Levy in 2018 (Source: [SJC Assessor's Office](#))

District	2018 Assessed Value	2018 Levy Rate	2018 Levy Amount
FD #3 (San Juan)	2,490,845,642	0.5485723230	1,366,408.98
SJCPHD #1 EMS Levy (San Juan)	3,194,589,697	0.4643546435	1,483,422.56

Although there are many fewer fire calls than EMS calls, the expense of providing fire protection is often much greater. This is one of the main reasons why Fire District levies have substantially more room than EMS levies nationwide. Additionally, it is quite unusual to have a free-standing EMS agency as exists on San Juan Island.

5.2.4 PUBLIC HOSPITAL DISTRICT LEVY DETAIL

(see [RCW 70.44](#) and 84.52.052 for excess levies, *Association of Washington Public Hospital Districts [Legal Manual](#)*, as well as page 47 of *[Assessor's Property Tax Levy Manual](#)*)

“Public Hospital District” (PHD) must surely be one of the most confusing terms in Washington State. It is endlessly misunderstood. A PHD is a taxing district. It is not a building or a corporation. It need not even provide a “hospital.” PHDs can provide many medical services, from long-term care to EMS services to - yes - even hospitals.

A PHD levy has a statutory maximum of \$0.75, and like Fire Protection Districts, Towns, and Counties, it can levy a separate EMS levy.

There are three hospital districts in San Juan County. Two hospital districts were established in 2018 to help support medical centers on Orcas and on Lopez. San Juan County Public Hospital District No. 1 (SJCPHD #1) on San Juan Island was established in the 1990s to operate the Inter Island Medical Center (IIMC), which closed in 2013. It also operates an EMS levy and runs San Juan Island Emergency Medical Services, and has done so since a measure passed in 1994 that moved EMS out from Fire Department and under the hospital district.

SJCPHD #1's primary levy is used to fund its own operations and to pay a subsidy to Peace Island Medical Center (PIMC). That levy is permanent. It's second levy, the EMS levy, is voted on every six years. The SJCPHD #1 Board is the governing body for EMS and has full authority over it.

Although this section doesn't really have bearing on this chapter, it is offered to provide a reference point for how EMS is provisioned on SJI right now.

5.3 THE TOWN OF FRIDAY HARBOR

5.3.1 TOWN OF FRIDAY HARBOR REVENUE AND SERVICES

Most towns are funded by a variety of sources, including property tax, sales tax, and fees for service (water, sewer, etc.). Friday Harbor is no exception. Many towns also operate fire and police departments, though many towns have opted to contract out for fire service. In places such as Friday Harbor, police services are often provided by the county by contract as well. Budgetary planning usually assumes that Emergency services like police and fire are funded using property taxes since they are more stable than sales taxes.

The Town is one of only a handful of cities in the state that does not have a utility tax. Some cities rely more on property tax, while others rely more on sales tax. Services performed by finance and Community Development all go into the General Fund pot of the Town. Services performed by the Water Department go into the Water Fund and services by the Sewer Dept go into the Sewer Fund. The Streets Department is funded from the General Fund almost exclusively.

The Town of Friday Harbor has a **sales tax of 1%**. The Town *receives* about \$0.0086 cents on every dollar spent on taxable items. That is 1% town tax less the .14% that is paid the county to handle the finances of collection.

The Town of Friday Harbor has a **property tax of \$0.879** cents per \$1,000 of valuation. For comparison, the City of Renton collects \$3.60 per \$1,000. The Town has one of the lowest property tax rates in the State (for a town). The Town gets about \$500,000 in property taxes, and about 75% of that is thought of as going towards police and fire service -- but this money all goes into the general fund.

The Town of Friday Harbor pays **for fire service** based on the Fire District levy rate, such that residents pay what they would have paid if they were a part of the Fire District. This offers the advantage to the Fire Department in that they collect 100% of the total owed, which is rarely the case in property tax collection (or indeed, any charge or fee generally).

There are relatively few cities getting services from a Fire District where the city is paying out of their general fund because most are annexed. Some cities have their own fire department but will have property tax levies that reflect the expense. Property tax generally is to pay for fire and police services in most jurisdictions.

5.3.2 TOWN AND INTEGRATION

The Town is within the boundaries of the SJCPHD #1 EMS levy. That means residents do pay a levy directly to fund EMS services.

The Town is not, as stated, within the boundaries of FD #3.

The process of merger works fine whether Town is annexed by the Fire District or not. If Town is not annexed and EMS comes underneath fire (in some form) then a contract to provide EMS services to the Town may be required. The **current contract** between Town and Fire specifies in part 8.1 the following:

“The annual fire protection fee paid by the Town of Friday Harbor shall be the assessed valuation of taxable properties within the Town of Friday Harbor as determined by the County Assessor, plus the assessed valuation of any new construction, multiplied by the

District's adopted annual tax levy rate, plus one percent. The annual fee shall be paid in twelve equal monthly installments."

Possibly the current contract would not need amended were the fire levy raised, even significantly, to pay for EMS services, since the contract is based on the Fire Department levy rate. However, if the contract is construed such that it is for Fire services only (as seems likely), and EMS services are not considered to be Fire services, then the contract would need updated to include this provision. If it comes up, this would be a question for the two entities to work out with an attorney.

If Town is annexed by the Fire District then the Town will no longer have to pay for fire services directly. The Town council will have to determine how to handle the revenue that was previously dedicated to pay for fire services. It may lower its tax an equal amount, may lower taxes partially, or not at all. That is a matter for Town to work out with its residents.

There are some special rules for levies after an annexation, see [RCW 84.55.030](#) "Limitation upon first levy following annexation."

CHAPTER 6

ELECTIONS ISSUES

6.1 SUMMARY

6.1.1 GENERAL TIMING CONSIDERATIONS

This chapter addresses specific timing and elections issues relating to a merger. It complements Chapter 4 “Boundaries” and Chapter 5 “Levies” as specific questions about levies not answered in this chapter are answered there. This chapter begins to lay out when and how to implement these changes.

Property tax levies are set annually. All property taxes for the upcoming year must be certified to the county assessor no later than November 30 ([RCW 84.52.070](#)). The current EMS levy expires in 2022. It will therefore need to either be renewed by the end of 2021, or FD #3 will need to provide EMS services with new funding by then so the existing levy can be retired.

Deadlines for Tax Measures: (Source: MRSC “Revenue Guide for Washington Counties” 2/2019 edition)

Election (RCW 29A.04.330)	Filing deadline (RCW 29A.04.330)	Approved sales tax increases take effect (RCW 82.14.055)	Approved property tax increases take effect (RCW 84.52.070)
February special	Early-to-mid December	July 1 of election year	Next year
April special	Late February	January 1 of next year	Next year
August primary	Early-to-mid May	January 1 of next year	Next year
November general	Date of August primary	April 1 of next year	Next year

6.1.2 BOARD SIZE

In any scenario where FD #3 takes over EMS services and annexes the Town (and any other Territory), the CAG recommends that the Fire District Board expand the number of elected Commissioners from the current three to five. This allows Town residents and candidates with a

medical background to run for the Board and increases the opportunity for equitable, geographic representation. This can be done at a special election with a simple majority.

If voters approve the increase from three to five commissioners, the three incumbent commissioners fill the two new seats by appointment. This gives the existing board a chance to fill its ranks with candidates who could add needed representation to the Board's makeup.

6.1.3 TIMING SCENARIOS

There are basically three scenarios for integration of Fire and EMS services. The most difficult question concerns services to the outer islands. If those islands are annexed, then both Fire and EMS services must be provided, which creates logistics challenges.

On the other hand, the CAG believes that the annexation of the Town of Friday Harbor into FD #3 is appropriate regardless of any proposed action moving forward. The annexation of the Town is discussed thoroughly in Chapter 5 "Levies" and appears to be a straightforward process.

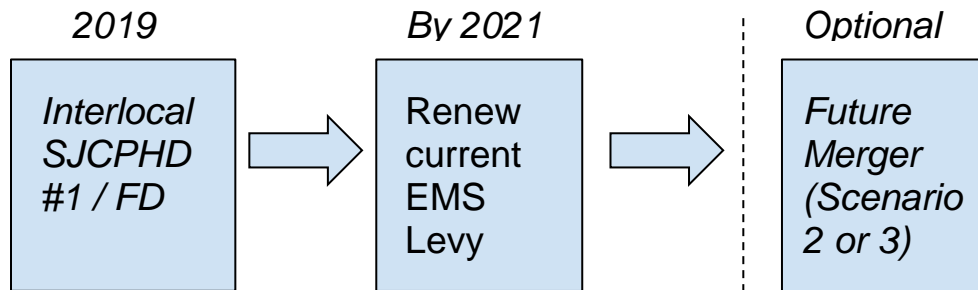
Most of the steps requiring a public vote can be done at any point in the election cycle (special, primary, or general election), e.g.: annexation of Town or county territory and lid lifts.

The operational aspect of merging is a separate, but related, issue. Funding to expand facilities to accommodate the merged entity requires both the legal merger to be complete and a program to expand and/or add facilities to accommodate the merged organization. This means, at least for a time, EMS will likely remain in its current physical location while the legally merged operation addresses future facility or equipment needs.

Scenario 1: Contracting

Possibly the simplest option is for SJCPHD #1 to contract with FD #3 to provide EMS services, continuing the existing EMS levy to fund it. This can be arranged quickly using an interlocal agreement and requires no public vote, though there may be significant licensure issues regardless (see Chapter 7: "Licensing") And the levy will have to be renewed effective 1 January 2022.

FD #3 could contract to provide EMS services to the entire region included in the current EMS levy, and the hospital district would transfer to FD #3 all funds collected from the EMS levy to cover the cost of providing this service.

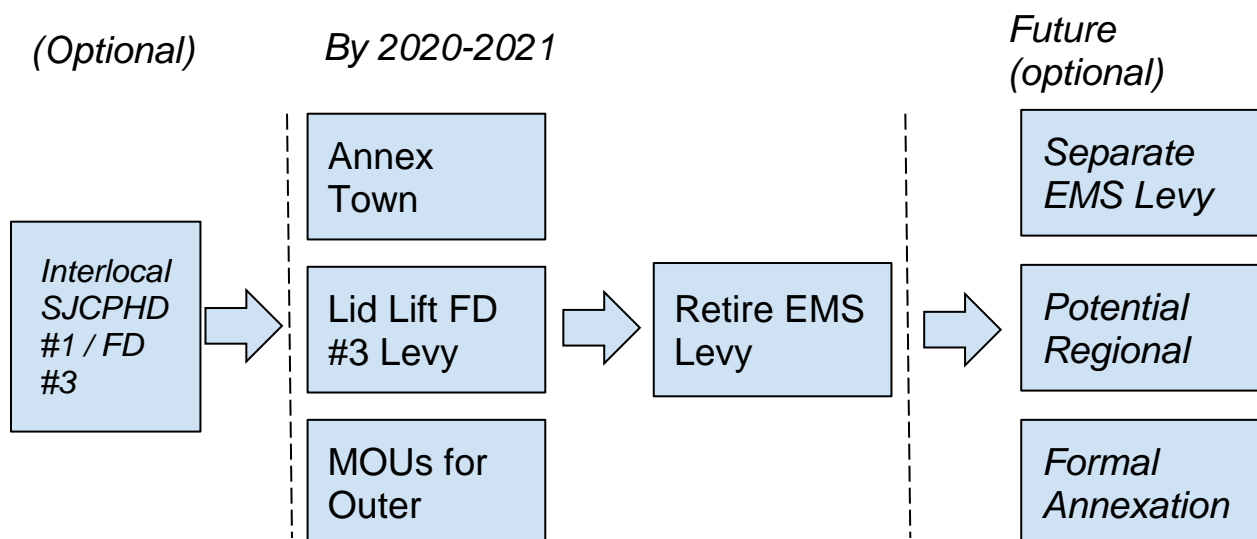


This option might best be considered the first step to a future full merger. This could begin by the end of 2019, at least legally, though the actual on-the-ground operational merger could take considerably more time.

Scenario 2: Full Integration

In this scenario a full merger occurs at the outset. EMS moves under FD #3, and Fire provides both Fire protection and EMS services to all areas in its District by lifting the lid on its Fire levy.

FD #3 can annex the Town of Friday Harbor, but might not move to annex the outer islands due to the complexity of annexing unincorporated territory and the difficulty of providing fire service. Instead, they either agree to provide EMS services to those islands currently served by SJIEMS that are NOT within the boundaries of the Fire District levy (by adding to the EMS response area defined in their state license application), or they sign Memoranda of Understanding (MOUs) with other agencies to jointly provision outer island coverage at currently existing levels on a “mutual aid” basis.



Expanding the size of the FD #3 Board is not shown on the chart but would provide an opportunity for diversified representation on the Board (Town residents, residents with medical or other non-fire services backgrounds) and can be done anytime.

Sample Election Calendar - One Year:

- Fall 2019 - Annex Town (file by August 6, 2019)
- Fall 2019 - review Memorandum of Understandings (MOU) to provide Outer Island coverage
- Fall 2019 - Lid Lift FD #3 contingent on annexation of Town (file by August 6, 2019), operationally take over EMS
- February 2020 - Expand Fire District Board of Commissioners to five contingent on annexation of Town and lid lift
- Separately, Fall 2019 SJCPHD #1 retires EMS levy by requesting \$0.00 from the assessor, contingent on successful annexation and lid lift by Fire District.

The one-year schedule offers two significant advantages. First, it can be presented to the public in a single package. Otherwise, in the second year of a multi-year plan voters could possibly think “but we already did this last year,” or may believe it’s another attempt to raise taxes, or otherwise just be confused about the process.

Second, while it is almost certain to take more than a year to *operationally* merge, the process requires the commitment of funds not available without a legal merger -- especially if new facilities or other capital investments are required. Therefore, the merger in practice cannot be succeed until the merger in law (i.e., funding) is accomplished.

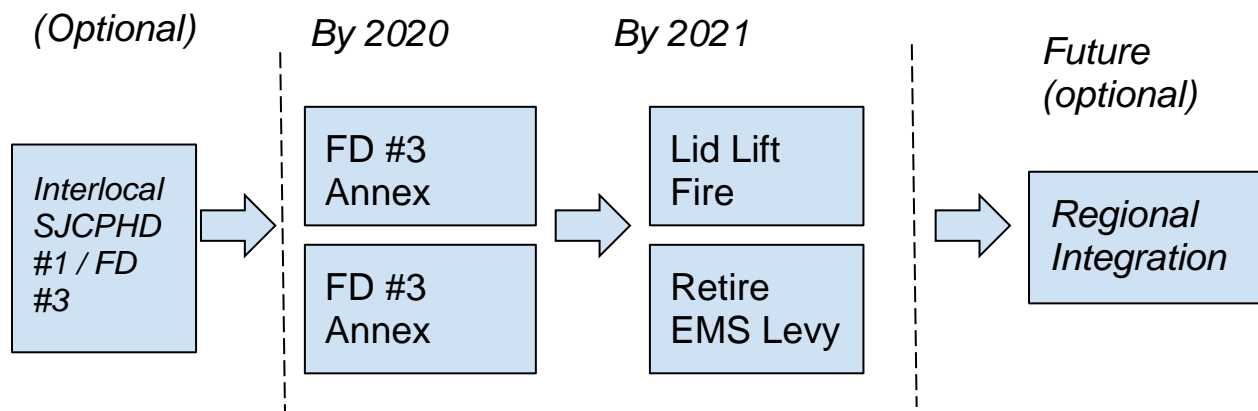
Other Variations

The most complex variation involves annexing the outer islands up front (rather than providing service by other means) and is likely to require a multi-year election process.

Sample Election Calendar - Two Years:

- Fall 2019 - Annex Town (file by August 6, 2019)
- Feb 2020 - Expand Fire District Board of Commissioners to five, contingent on annexation of Town
- April 2020 - Annex Outer Islands (file by end of Feb.)
- Fall 2020 - Lid Lift FD #3 (file by early August), operationally take over EMS
- Separately, Fall 2020 SJCPHD #1 retires EMS levy by requesting \$0.00 from the assessor, contingent on successful annexation and lid lift by Fire District.

FD #3 must provide both Fire and EMS services in every part of the district, so the District must be prepared to provide services to all annexed areas.



The process of annexing the outer islands will be more difficult than annexing the Town (see 6.2.3), and a process of public comment to determine if the Outer Islands wish to remain a party to the EMS service and levy may be necessary. Alternatively, it may be determined that simply letting outer islands vote whether to be annexed or not would constitute public input.

Outer Island Alternative: One possible alternative to annexation or MOUs would be for the Outer Islands to form their own Fire District to contract with existing Fire Departments for service, rather than actually providing service. This would be required for any such Interlocal agreement(s), but seems impractical.

Future Options

The CAG has been committed to viewing a potential merger not just as a short-term action, but one that could maximize future opportunities for service delivery for all residents served by SJIEMS and FD #3, as well as emergency services serving San Juan County.

Several additional future options are also made possible by this merger:

- A Regional Fire Authority (RFA) to allow cooperative all-hazard response in the County
- A County EMS levy to pay for marine and outer-island response, including to uninhabited vacation spots, which would contract with different Fire Departments for response
- Separate EMS levy under the Fire District to ensure dedicated funding for EMS
- Other regional integration

6.2 SPECIAL ELECTION VS GENERAL ELECTION

6.2.1 IMPORTANT DATES

There are **four election cycles per year**. Not all are held everywhere in the state, as it depends on whether any ballot measures are submitted to the Auditor's office for an upcoming election:

- **February Special Election** – held the **Second Tuesday in February**
 - Last day to file a measure for the February Special Election is 60 days prior
 - Last day to file a measure for the 2020 February Special Election is December 13, 2019.
 - Last day to file a measure for the February Special Election is always 60 days prior
- **April Special Election** – held the **Fourth Tuesday in April**
 - April Special Election is Tuesday, April 23, 2019 this year
 - Last day to file a measure for this year's April Special Election is Friday, February 22, 2019
 - Last day to file a measure for the April Special Election is always 60 days prior
- **Primary for General Election** – held the **First Tuesday in August**
 - Primary is Tuesday, August 6, 2019 this year
 - Last day to file a measure for the August Primary (Friday of filing week) is Friday, May 10, 2019
- **General Election** – held the **First Tuesday after the first Monday in November**
 - November General is Tuesday, November 5, 2019 this year.
 - Last day to file a measure for the November General Election is Tuesday, August 6, 2019
 - Last day to file a measure is the day of the primary -- the 1st Tuesday in August

These dates are derived from [RCW 29A.04.330](#).

Congressional elections occur every two years, presidential elections every four, but for the purposes of consolidation all general elections are the same. When turnout requirements are discussed below, they refer to the prior year -- not the last presidential or congressional election.

6.2.2 ELECTION CYCLE RESTRICTIONS AND COST

Many things can be voted on in **any election**:

- Annexation of proximate city or town — Any Election [RCW 52.04.071](#)
- Decrease in the number of commissioners — Any Election [RCW 52.14.017](#)
- Bonds may be issued for capital purposes—Excess property tax levies. — Any Election — [RCW 52.16.080](#), [RCW 39.36.015](#)

- General levy authorized—Limit—Excess levy at special election — Any Election — [RCW 52.16.130](#) (note limit on amount at special election)

Some things must be voted on in a **General Election** however, such as:

- Formation of a Fire District — General Election [RCW 52.02.080](#)
- Withdrawal by annexed city or town — General Election [RCW 52.04.101](#)
- Commissioner districts—Creation—Boundaries — General Election [RCW 52.14.013](#)
- Voter approval of benefit charges required — General Election - [RCW 52.18.050](#)

In general, it costs a taxing district less to submit a ballot measure for a general election. That is because expenses are apportioned among Districts and jurisdictions that have positions or measures on the ballot. In a special election, there are always fewer entities to share the expense. So if only one ballot measure is submitted for a given election, the entire cost of printing and mailing the ballot to every voter is borne by the District submitting the measure.

The actual amounts vary according to a specific, somewhat complicated formula; the amount, however, is not trivial. For example, the formation of the Orcas Hospital District had one proposition and five contests on the 2018 April Special ballot. The Hospital District paid about \$30,000 and the SJI School District paid about \$20,000 for a measure on the same ballot. These were the only issues on the ballot that election.

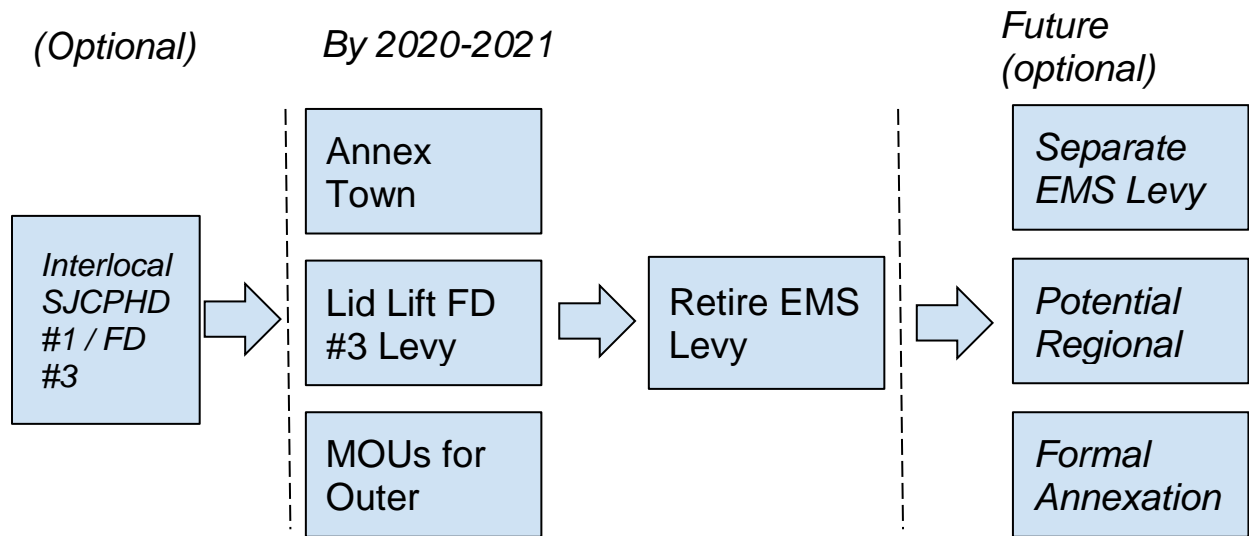
Simply put, election costs vary depending how many measures are on the ballot, how many districts are participating in the election, and how many voters receive ballots. This is why it is a somewhat complicated formula, and not easy to predict in advance -- since the number of measures on any ballot is not often known far in advance.

6.2.3 PASSAGE REQUIREMENTS AND PROCEDURE

This section will review in detail passage requirements for the main scenario covered in the chapter summary above. How each of these options fits into the merger process, and the various levies involved, are covered in chapters 4-5. How to propose these ballot measures and how the process works covered below in 6.3.

This section only explains the election portions of the process, excepting “future” options. Annexation of the outer islands is explained as well both to explain how it is problematic and because it’s the primary way in which the CAG recommendation may be altered.

All three of the basic steps towards integration (annex town, lid lift FD #3 levy, MOUs to cover outer islands) can be taken concurrently and tied together for success or failure. They should be passable in a single election cycle.



Step 1: Annexation of proximate city or town can be done during any Election ([RCW 52.04.071](#)).

Almost every option requires the annexation of Town. Primarily this is because Town residents pay for EMS services directly to the hospital District. If that EMS levy is retired, a contract could be drawn up for EMS services between Town and FD #3, but Town would have to come up with a way to pay for that (see chapters 4-5).

First, both the District and Town must pass a resolution or ordinance (respectively) to seek voter approval for the action.

- The Ballot measure is pretty simple, with language found in the RCW: "Shall the city or town of [...] be annexed into and be a part of [...] Fire Protection District? YES or NO"
- A simple majority in both the Fire District and the Town is sufficient for passage.
- There may be a way to annex the Town into the Fire District without a vote of the public, though it may still be best to hold a public vote (see Appendix).

Step 2: Single Year Levy Lid Lift can be done at any election ([RCW 84.55.050](#)).

The simplest method for the Fire District to pay for EMS services is to lift the lid on its current levy rate. This side steps any need to deal with turnout requirements or supermajorities as would be required with a new EMS levy under the Fire District.

There are several types of lid lifts, and these can get complicated. One of these is a single year lid lift as described in RCW 84.55.050(1). This is relatively simple: Fire would raise its levy rate once to cover the absorption of EMS services. It's worth reminding that a lid lift by default expires, so a lid lift should be performed under the provisions of RCW 84.55.050 (4a), which allows a one time levy

bump to be retained in the following years. In other words, a lid lift from \$0.50 to \$1.00 per \$1,000 for one year would not revert to \$0.50 again the next year (which it would otherwise do).

To understand lid lifts better, see the Appendix, the [Revenue Guide for Washington Counties](#) pages 58-67 (MRSC, 2/2019 edition), or look up MRSC's subject article on "[Lid Lifts](#)."

A lid lift requires the Board to pass a resolution that the lid lift be proposed to the public, then requires a simple majority vote to pass.

- For a single year lid lift, "Any election held pursuant to this section shall be held not more than twelve months prior to the date on which the proposed levy is to be made"
- Note that while a single year lid lift can be voted on in any election (as described here), a multiple year lid lift can only be voted on in a primary or general election

Step 3: Increase in the number of commissioners (from 3 to 5) must be done at a special election. ([RCW 52.14.015](#))

The CAG recommends this step because it may be useful to expand the Fire District Board to encourage more representation from Town and for representatives with more medical background. In general, five-person boards are also helpful because commissioners are able to communicate with each (one-on-one) without violating the Open Public Meetings Act (OPMA).

There are two methods to get this on the ballot: either with a petition signed by 10% of District residents requesting the vote, or with a resolution passed by the Board calling for a vote.

- This ballot measure requires a simple majority to pass.
- The two new commissioner slots are then filled as vacancies per [RCW 52.14.020](#).
- Ballot measure is simple and is provided for in the RCW: "Shall the board of commissioners of county fire protection district no. be increased from three members to five members? Yes No"
- More than 5 commissioners does not seem appropriate for a District of this size.

Other Possible Steps: Annexation of unincorporated territory (i.e. outer Islands) appears to be possible at any point in the election cycle ([RCW 52.04.011](#), [RCW 52.04.021](#), [RCW 52.04.031](#), [RCW 52.04.041](#), [RCW 52.04.051](#))

Annexation of the Outer Islands that are currently in the EMS levy will be a challenge and time consuming. The CAG prefers the use of MOUs to deal with this issue. However, there is certainly an argument to be made that annexation of the outer islands whether right away or later on is worthwhile.

The main process begins with a "petition of fifteen percent of the qualified registered electors residing within the territory proposed to be annexed."

- Next, “The petition shall be filed with the fire commissioners of the fire protection district”.
- Then, “if the fire commissioners concur in the petition they shall file the petition with the county auditor of the county” and it is reviewed “under the same basis that a proposed incorporation of a fire protection district is considered”.
- Only after the county approves it may the Fire District call for a public vote by resolution.
- Both the District residents and residents of the territory to be annexed must vote to approve the measure. There is no supermajority or turnout requirement, so a simple majority is sufficient.

There is also an alternate means for annexation: “If the petition is signed by sixty percent of the qualified registered electors residing within the territory proposed to be annexed, and if the board of fire commissioners concur, an election in the territory and a hearing on the petition shall be dispensed with and the county legislative authority shall enter its order incorporating the territory into the existing fire protection district.” This may be done at any point in the election cycle, as it does not depend on an election.

See also:

New EMS Levy – [RCW 84.52.069](#)

Bonds -- [RCW 52.16.080](#)

Formation of Fire District -- [RCW 52.02.080](#)

Withdrawal by annexed city or town -- [RCW 52.04.101](#)

Creation of Commissioner districts -- [RCW 52.14.013](#)

6.2.4 TURNOUT REQUIREMENTS

Generally speaking, turnout requirements apply only to new levies (except school districts) and excess levies. The renewal of a levy, such as the current SJCPHD #1 EMS levy which must be renewed every six years, does not count as a new levy -- and therefore is not subject to validation requirements. A lid lift has no turnout requirements and only requires a majority vote (over 50%).

The only scenario where these rules are likely to matter is if FD #3 elects to start a new EMS levy rather than just lid lifting the FD #3 levy.

6.3 HOW TO MAKE LEVY AND DISTRICT CHANGES

6.3.1 INTRODUCTION

The process of actually making levy and district changes can be daunting. Any chief administrator of a public agency should know how to guide a Board through the process, and many public officials will know from experience or prior study how to make such changes. However, many may never have actually done so, or may have only experienced a single lid lift or election of commissioners. Throw in annexing a Town, expanding a Board, proposing a new EMS levy and/or retiring an old EMS levy, and it rapidly exceeds the experience of most boards.

Certainly, it seems fair to say that these ballot measures are more complicated than what the average chief administrator is likely to have experienced, and certainly more complicated than many elected board members will have experienced. For that reason, it seems worthwhile to lay out the process clearly and concisely.

6.3.2 BALLOT MEASURES: CREATING AND PROPOSING

First, most ballot measures begin with a process of determining what is wanted. This can be initiated by either elected officials or employees. Generally, a committee or board officer is assigned to deal with the issue and report back to the board. In situations like this, the issues should be extensively discussed at full board meetings, with citizen input, and any appropriate inter-agency meeting(s). This report is both a product of this process and a driver of such a process.

Second, once it is determined what ballot measure(s) is/are required, the Board can directly, through a committee, or by delegation to its administrators, in consultation with an attorney, draft the needed resolution(s). A **ballot measure** so drafted requires three parts, “(a) An identification of the enacting legislative body and a statement of the subject matter; (b) a concise description of the measure; and (c) a question.” [RCW 29A.36.071](#)

The primary part of the ballot measure is referred to as the “concise description of the measure,” and it “must not exceed seventy-five words” per [RCW 29A.36.071](#) (with two exceptions, one totally irrelevant, the other being in the instance of the formation of a Fire Protection District). Seventy-five words is not a lot, so indeed it needs to be a concise description.

The “question” is something to the effect of “Shall the city or town of [Town Name] be annexed into and become a part of [District Name] fire protection district?” This makes clear the choice being presented to the voters.

Except for cities and towns, the ballot measure's **title** is written by the County's Prosecuting Attorney. Districts may propose a title, but ultimately it is not up to them. The Prosecuting Attorney must provide notice of the title to the District proposing the ballot measure [RCW 29A.36.080](#) and the District may appeal the proposed title [RCW 29A.36.090](#).

Third, the Board passes the resolution(s) with the ballot measure(s) that is/are desired and sends it to the county Auditor. It must meet the timeline requirements set forth in 6.2.1.

Fourth, the measure is placed on the ballot in the designated election for the appropriate electors to cast their votes. The Auditor's office is responsible for certifying the results of the election, and notifies the District proposing the measure. The effects of the ballot measure need not take effect right away, though there are often restrictions to how far in advance a measure may be approved. For instance, a single year lid lift may not be passed more than 12 months in advance of actually taking place.

In some instances, **additional procedures** are required beyond what is described here, such as when annexing territory, which requires a "petition of fifteen percent of the qualified registered electors residing within the territory proposed to be annexed" before the board can pass and submit a ballot measure to the Auditor's office. In that instance, county approval is also needed.

Carefully reviewing the requirements for each ballot measure is important. (see 6.2.3).

Although the Prosecuting Attorney will review the ballot for legality and generally check to make sure that the measure will actually do what it is intended to do, this review is more perfunctory than one might expect. In a few instances levy measures that were written poorly have ended up having a profound impact. Provided that the ballot measure generally meets the requirements, the Auditor's office will put it on the ballot. It is the responsibility of the District and the District's legal counsel to ensure accuracy.

In this instance where there may be **multiple, linked ballot measures**, a "poison pill" can be written into a ballot measure, such that if "Ballot Proposition B" passes, but "Ballot Proposition A" does not, then both will fail. However, clearly describing this situation can consume a significant portion of the 75-word limit.

6.3.3 SAMPLE BALLOT MEASURES FROM AROUND THE STATE

Here are a couple of relevant recent ballot measures from elsewhere in the state:

In 2016, Pierce county passed a [ballot measure](#) to lid lift over six years their EMS levy. Let's review the three parts of the ballot measure: "(a) An identification of the enacting legislative body and a

Pierce County Fire Protection Dist. No. 5
Gig Harbor Fire & Medic One ← Agency

Special Election - Proposition No. 1

Six-Year Levy Lid Lift ← Title

The Board of Fire Commissioners of Pierce County Fire Protection District No. 5 (Gig Harbor Fire & Medic One) adopted Resolution No. 2016-11 concerning an increase in the District's regular property tax levy. If approved, Proposition No. 1 will restore the District's regular property tax levy for emergency medical services to fifty cents (\$0.50) per thousand dollars (\$1,000.00) of assessed valuation in 2016, set the limit factor at one hundred six percent (106%) for each of the five (5) succeeding years, and use the 2021 levy dollar amount for computing the limitation for subsequent levies. ← Question

Should Proposition No. 1 be:

Approved	←	←
Rejected	←	←

↑ **Ballot Measure Description**

statement of the subject matter; (b) a concise description of the measure; and (c) a question.” Title is from the prosecuting attorney. [RCW 29A.36.071](#) Here is their real-life example:

This measure did pass. In the same election they expanded their Board.

Both ballot measures were sent to the

Auditor’s Office as part of a [much larger resolution](#) passed by the Board.

The format of the ballot itself is up to the county Auditor’s office, and of course the San Juan County ballots look different.

A draft possible ballot measure for annexing the Town of Friday Harbor:

Town of Friday Harbor

Town of Friday Harbor Proposition No. 1

Annexation into San Juan County Fire Protection District No. 3

Submitted by the Town of Friday Harbor and San Juan County Fire Protection District No. 3 proposing the annexation of the Town of Friday Harbor into San Juan County Fire Protection District No. 3.

Shall the Town of Friday Harbor be annexed to and be a part of San Juan County Fire Protection District No. 3, with an effective date of [Month Day, Year]?

YES

NO

The exact ballot text for each of the ballot measures to be proposed must be worked out carefully between the Agency and their legal counsel. Further samples are in the appendix.

CHAPTER 7

LICENSING

7.1 SUMMARY

The Washington State Department of Health (DOH) licenses ambulances, aid services and vehicles to provide service that is consistent with the state plan and approved regional plans.

EMS licenses cannot be transferred to another agency. SJIEMS' license cannot be transferred, even if the personnel and assets of SJIEMS are transferred from SJCPHD #1 to FD #3. Should the Fire District elect to provide aid services and pre-hospital transport, a new license from DOH must be obtained.

A license must be obtained by FD #3 even if SJCPHD #1 retains their EMS levy and contracts with FD #3 to provide EMS services. In that case, both SJCPHD #1 and FD #3 would require a license.

DOH licenses ambulance, aid services, and vehicles to provide service that is consistent with the state plan and approved regional plans. These licenses are issued on a “certificate of need” basis.

These plans can be updated and are open for review every biennium. SJC belongs to the North Region, and **they are currently in the process of updating their plan**. Both boards should contact the North Region staff immediately to inform them of potential changes. The regional planning cycle, also reviewed every biennium, ends in June 2019, however, proposed changes need to be submitted before June. If it is not possible to submit changes at this time, the plan can be altered once the current cycle is over, requiring additional time for review and approvals.

Since the current regional planning cycle is already open, it is a good time for EMS service delivery updates and licensure changes. If changes are submitted before the deadline, it will save the trouble of going through the WA State Steering Committee. However, the plan can be amended, and this process need not be rushed to meet these tight deadlines.

A comprehensive needs assessment will need to be submitted to the DOH through the local EMS and Trauma Care Council in order for revisions to the regional plan to be made.

7.2 WASHINGTON STATE DEPARTMENT OF HEALTH

7.2.1 ROLE OF THE DEPARTMENT OF HEALTH

While it may appear on the local level that EMS services are provisioned and provided for entirely through the hospital district EMS tax levy and governed by the SJCPHD #1 Board, EMS services are managed as part of a system by the Washington State Department of Health.

The DOH licenses providers and agencies, provides oversight of medical care (primarily through the MPD), consults with the legislature for EMS related laws, captures data and metrics, and develops rules, regulations, and best practices.

Most notably in this case, any change in how EMS services are delivered must be approved by the DOH.

EMS is part of a whole system of trauma care. Washington State was the first state in the nation with a trauma system -- and the only system with injury prevention and rehabilitation as a part of that system in state legislation. DOH has multiple roles in managing this system of care which begins with primary prevention, pre-hospital response (EMS), hospital care (or other appropriate care) and trauma rehabilitation.

In 2018 there were around 500-550 licensed EMS and ambulance services across the state. In all levels of care, there were an average of 16,000 providers (EMTs, Paramedics, and everything in between). The DOH licenses both providers and services. Statewide and nationwide there has been a decline in volunteers resulting in EMS services in rural areas closing doors, going part-time, or merging/consolidating. This is a natural evolution to create economies of scale. Hospitals providing trauma care have been more stable; there are about 82 in Washington, including 34 that are “level 4” including PIMC on San Juan Island.

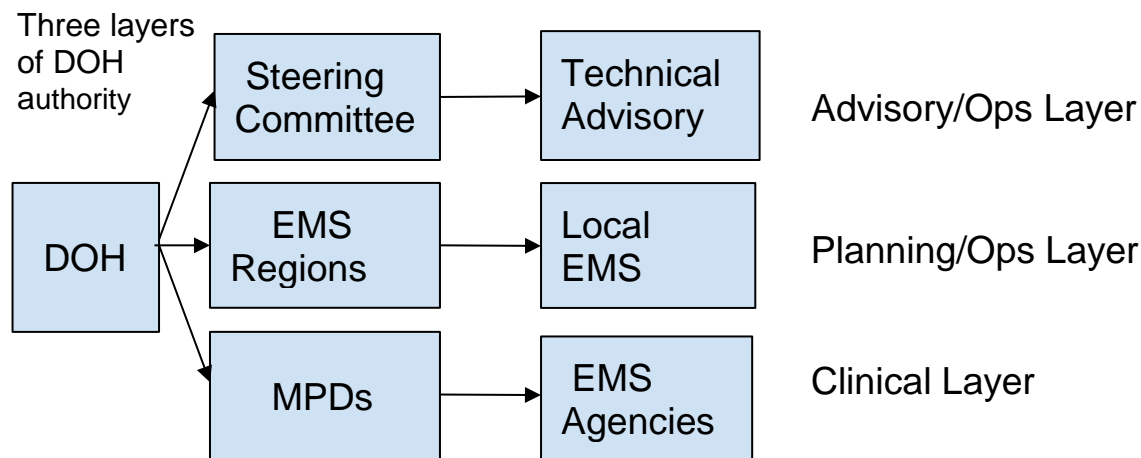
The DOH has legislative authority to develop rules (as part of the Washington Administrative Code, or WAC) in consultation with Agencies. These enforceable rules may not exceed or conflict with the law. DOH rules can subject someone to a penalty or sets license or permit qualifications.

The authority and direction DOH provides has three layers:

- First, is a DOH **Steering Committee** that develops state triage tools. That steering committee has many Technical Advisory Committees (TACs) that deal with specific issues, and collectively helps develop legislation.
- Second, the DOH has divided the state into **regions**, and each region has an administration that works on patient care procedures and develops/implements a strategic plan. Under each region are local EMS councils.

- Third, the DOH manages **Medical Program Directors** (MPDs), one for each county, that are responsible for the patient care protocols in their counties. These MPDs also provide quality assurance reviews and can further delegate authority to “Medical Program Director Delegates” (MPDD).

Despite the authority of the DOH, it operates a system from the bottom-up rather than top-down, and at each point in the process.



7.2.2 DEPARTMENT OF HEALTH REGIONS

At the planning and operational level, the state is divided into multiple regions with Regional Councils that form regional plans. These regional councils receive funding from the DOH, and work with local EMS and Trauma Care councils. These Regional Councils create broad “patient care procedures” which impact local councils and work with the Medical Program Directors.

Each region has a plan detailing how EMS services are provided. The State maintains an EMS Strategic Plan, currently covering 2018-2021. It’s vision, mission, challenges, priorities, and goals are all laid out in that plan.

There are six WA State EMS Regions, and San Juan County is in the **North region**. Martina Nichols is North Region executive Director, and it covers San Juan, Island, Whatcom, Skagit, Snohomish Counties.

Each region has response areas that provide a very fine picture of how coverage is applied. These maps are available on the DOH website under “EMS and Trauma Regional and County Maps.”

Regions operate on a “**certificate of need**” concept. Licensure changes to increase the number of services, or how that service is delivered require this certificate. It is identified based on data and other input how the region should plan EMS delivery.



7.2.3 CHANGE OF LICENSURE OVERVIEW

The crucial certificate of need is awarded based on a “**comprehensive needs assessment**,” which is very likely to be necessary and is required to change the regional plan. An assessment would likely be required should EMS services be shifted or otherwise altered on San Juan Island. Jason Norris, EMS and Trauma Prehospital Liaison at DOH, can provide guidance and examples on what other regions have put together.

The process begins when the comprehensive needs assessment is submitted to the appropriate Regional Trauma Care Council. The Districts involved in the change ask the local trauma council for the change, who take it to the regional council, and then to the State. Depending on questions or need for clarification, particularly with respect to the Comprehensive Needs Assessment, it can go back and forth.

The process to change licensure through the DOH can take 60 days to a year, depending on how many layers of review must occur – which depends on what the proposed changes are. Early inclusion of DOH in conversations regarding potential changes will help reduce time required.

The North Region is **currently in the process of updating their plan**. The CAG recommends that both boards contact the North Region staff immediately to inform them of potential changes. The regional planning cycle, also reviewed every biennium, ends in June 2019, however, proposed changes need to be submitted before June. If it is not possible to submit changes at this time, the plan can be altered once the current cycle is over, requiring additional time for review and approvals.

If changes are submitted before the deadline, it will save the trouble of going through the WA State Steering Committee. However, the plan can be amended, and this process need not be rushed.

7.2.4 CHANGE OF LICENSURE STEPS

What follows are specific licensing requirements, provided in [WAC 246-976-260](#), though it is strongly advised to talk to the DOH directly through the local/regional Trauma council regarding how to proceed.

To become licensed as an ambulance or aid service, an applicant must submit:

1. A completed application for licensure on forms provided by the department;
2. Proof of the following insurance coverage:
 - a. Motor vehicle liability coverage required in [RCW 46.30.020](#) (ambulance and aid services only);
 - b. Professional and general liability coverage;
3. A map of the proposed response area; (Note: Maps of Response Areas are available in the respective Regional EMS and Trauma Care Office and plans are posted on the website. The minimum and maximum number of verified services by type and the distribution by response areas are specified in the approved regional EMS plans.)
4. The level of service to be provided: Basic life support (BLS), intermediate life support (ILS), or advanced life support (ALS) (paramedic); and the scheduled hours of operation.

Minimum staffing required for each level is as follows:

1. For aid service response:
 - a. A BLS level service will provide care with at least one person qualified in advanced first aid;
 - b. An ILS level service will provide care with at least one ILS technician (AEMT);
 - c. An ALS level service will provide care with at least one paramedic.
2. For ambulance services:
 - a. A BLS level service will provide care and transport with at least one emergency medical technician (EMT) and one person trained in advanced first aid;
 - b. An ILS service will provide care and transport with at least one ILS technician and one EMT;
 - c. An ALS service will provide care and transport with at least one paramedic and one EMT or higher level of EMS certification;
 - d. Licensed services that provide critical care interfacility ambulance transports, must have sufficient medical personnel on each response to provide patient care specific to the transport;
 - e. For licensed ambulance services, a written plan to continue patient transport if a vehicle becomes disabled, consistent with regional patient care procedures.

To renew a license, submit application forms to the department at least thirty days before the expiration of the current license. Licensed ambulance and aid services must comply with department-approved prehospital triage procedures.

A completed application includes the following:

1. Dispatch Plan
2. Response Plan (include station locations and system status management)
3. Response Area
4. Tiered Response and Rendezvous Plan
5. Back-up Plan to Respond

Applicant must also Include evidence of current liability insurance coverage to include professional, general and motor vehicle, and provide a copy of the liability insurance coverage policy, an ACCORD certificate of insurance, or a letter from a licensed insurer verifying the required insurance will be in place for the service at the time verification goes into effect.

APPENDICES

DEFINITIONS AND ABBREVIATIONS

ALS (Advanced Life Support): “Advanced Life Support care requires medical monitoring and care by a licensed EMT-Paramedic and may include monitoring vital signs, advanced drug therapy, cardiac monitoring, oxygen and IV therapy.” (source: www.mass911.com) *See “paramedic”*

BLS (Basic Life Support): noninvasive emergency procedures performed to assist in the immediate survival of a patient, including cardiopulmonary resuscitation, hemorrhage control, stabilization of fractures, spinal immobilization, and basic first aid. (source: Wikipedia) *See “EMT”*

CAG (Citizen’s Advisory Group): Established by parallel motions from both FD #3 and SJCPHD #1 on April 4, 2018, this group of five appointed citizens were tasked with looking into whether merger between SJIEMS and FD #3 is advisable.

Coinsurance: The portion of a medical bill that is not paid by insurance. For instance, if insurance covers 80%, then the coinsurance is 20%. SJIEMS does not charge coinsurance to island residents.

DOH (Washington State Department of Health): The DOH has broad authority in many healthcare matters in the State of Washington, among which is the managing of EMS response systems.

DNR (Department of Natural Resources): manages over 3,000,000 acres of lands Washington and 2,600,000 acres of aquatic areas, including significant areas in San Juan County, such as the Cattle Point Natural Resources Conservation Area on SJI and Point Doughty Natural Area Preserve on Orcas. These areas are not subject to public tax levies, and do not automatically receive fire protection as a result. SJC belongs to the NW Region of the DNR, with offices in Sedro-Woolley. They operate the largest on-call fire department in the state with over 1500 employees, but also pay for fire services in SJC by agreement with different agencies.

EMS (Emergency Medical Services): “The treatment and transport of people in crisis health situations that may be life threatening. Emergency medical support is applied in a wide variety of situations from car accidents to drownings to incidents of heart attack.” (ems1.com) EMS services can be provided by a Fire District, a Town, a County, a Public Hospital District, and more. On San

Juan Island, EMS is provided by “San Juan Island Emergency Medical Services” under San Juan County Public Hospital District No. 1. On Orcas and Lopez, EMS services are provided under the direction of Fire Protection Districts.

EMT (Emergency Medical Technician): EMTs form the backbone of any EMS service, who provide Basic Life Support and can drive ambulances. In rural areas as in San Juan County, many times volunteers serve as EMTs. Most EMS agencies also employ full-time EMTs. An EMT is not the same thing as a Paramedic, who has advanced training and may provide Advanced Life Support.

FD #3 (San Juan County Fire Protection District No. 3): Fire District #3 includes Brown and Pearl islands. *See “Fire Protection District”*

Fire Protection District: A “Fire Department” can be run by a Town or other administrative entity, while a “Fire Protection District” is a government entity expressly tasked with fire services. A Fire Protection District, often just “Fire District,” may also provide EMS services, if desired. These terms “Fire Department” and “Fire District” are often used interchangeably in colloquial use, if inaccurately. On San Juan Island, “San Juan County Fire Protection District No. 3” (FD#3) provides fire protection to residents of the island but does not provide EMS coverage. On Orcas and Lopez, the Fire Districts also provide EMS services. *See “FD #3”*

Firefighter: The basic tasks of firefighters include: fire suppression, rescue, fire prevention, basic first aid, and investigations. Firefighting is further broken down into skills which include: size-up, extinguishing, ventilation, search and rescue, salvage, containment, mop up and overhaul. (source: Wikipedia)

Firefighter/EMT: “While they're expected to extinguish fires and rescue individuals, they may need to provide emergency medical attention at the scene. In addition to these other responsibilities, other duties can include maintaining equipment, performing drills, and advising the public on safety issues.” (source: study.com)

Firefighter/Paramedic: Similar to Firefighter/EMT, except with the significantly more advanced paramedic certification.

Levy: The "Levy" is, officially, the total amount collected (\$\$) in a property tax approved by the public. The "levy rate" is the "mil rate" (\$ per \$1,000) applied to a property's assessed valuation. So: $\text{Levy} = \text{Levy Rate} \times \text{Total Assessed Value of all Property in the District}$. For example, a levy with a rate of \$0.50 collects \$0.50 for every \$1000 of assessed value of a property. Various types of governments can levy the public, such as towns, counties, fire protection districts, school districts, and more. (see Appendix)

Levy Lid Lift: Increasing a levy beyond the current maximum (or “lid”) is done through a “lid lift.” The “lid” refers to a reduced levy rate, computed to be less than the maximum otherwise available to the taxing district due to a limit on annual levy growth. This cap is 1% in Washington State. This means that, even if the aggregate assessed value of a taxing district increases by 6% in a given year, the total revenue collected (the levy) may not increase by more than 1%. To increase a capped levy rate requires a public vote. Such an election is known as a “lid lift.”

MPD (Medical Program Director): Appointed by the DOH, each Medical Program Director is responsible for one county, and are responsible for the patient care protocols in their counties. These MPDs also provide quality assurance reviews and can further delegate authority to “Medical Program Director Delegates” (MPDD). The MPD for San Juan County is Dr. Michael Sullivan, M.D.

Paramedic: Paramedics are able to provide the most advanced emergency response given by most EMS Agencies. They typically have a two-year vocational degree, as opposed to EMTs who only have a certification. Paramedics can provide Advanced Life Support and are often referred to as “Medics” by those in the industry. A Paramedic is also an EMT, but the reverse is not the case. *See “ALS”*

Public Hospital District: This confusing term denotes as special purpose taxing district that can provision many types of medical services on behalf of the public. By a vote of the public, it can levy a property tax. It need not run a hospital. On San Juan Island, San Juan County Public Hospital District No. 1 (SJCPHD #1) has two levies: one which subsidizes Peace Island Medical Center and another which pays for SJIEMS. *See “Peace Island Medical Center” and “EMS”*

PIMC (Peace Island Medical Center): PIMC is run by a private corporation but is paid a subsidy by SJCPHD #1 (*see public hospital district*) to assist in paying for services. PIMC operates a clinic for primary practise, as well as an Emergency Department which is generally where EMS takes patients. *see “EMS”*

RFA (Regional Fire Authority): Authorized in Washington State in 2004, and technically a “regional fire protection service authority,” an RFA is a Special Purpose District that is coextensive with two or more fire protection jurisdictions located in reasonable proximity. Allows the creation of a regional fire protection service authority plan that enables different jurisdictions to coordinate and may levy a separate tax by a vote of the people of up to \$0.50 per \$1,000 assessed value. Plan must be renewed every 10 years. *See [RCW 52.26](#).*

San Juan County Fire Protection District No. 3: *see FD #3*

SJCPHD #1 (San Juan County Public Hospital District No.1): The current SJCPHD #1 levy covers all of San Juan Island, Brown, Pearl, Henry, Spieden, Stuart, Dinner, O'Neal, Cactus, Satellite,

Johns, Cemetery, Gossip (aka George), Goose, Sentinel, Turn, Flattop, Low, Battleship, Barren, Posset, Pole, Ripple, Gull Rock, Danger Rock, Happy, Guss, and Reef Point. This is for both of its two levies, and EMS levy, and a levy which helps fund PIMC. *See “public hospital district,” “EMS”*

SJC (San Juan County): A rural county with only one incorporated town, the Town of Friday Harbor, SJC has about 17,000 residents.

SJI (San Juan Island): San Juan Island is the most populous island in San Juan County with around 7,000 residents, followed by Orcas Island (4,500) and Lopez Island (2,500). San Juan Island is the only island of the three with a separate EMS and Fire service, the other islands follow the more typical model of a combined service.

SJIEMS (San Juan Island Emergency Medical Services): The agency administered by SJCPHD #1 to provide EMS to San Juan Island residents. It covers the same territory as SJCPHD #1 as it is a legal part of that hospital district. *see “EMS” and “SJCPHD #1”*

Special Purpose District: “Special districts are independent, special-purpose governmental units that exist separately from local governments such as county, municipal, and township governments, with substantial administrative and fiscal independence.” (source: Wikipedia) For example, both Fire Protection Service Districts and Public Hospital Districts are Special Purpose Districts, but the Town of Friday Harbor is not. Special Purpose Districts can generally levy the public by a vote of the people.

Tax Code Area: Means a geographical area made up of a unique mix of one or more taxing districts, which is established for the purpose of properly calculating, collecting and distributing taxes. For instance, SJCPHD #1 EMS levy covers nine tax code areas, while FD #3 covers five (all of the FD #3 tax codes also include the EMS levy, though the reverse is not the case).

Town (Town of Friday Harbor): The Town of Friday Harbor is the only incorporated town in San Juan County. It has approximately 2,200 residents. The Town does not have its own Fire service, but it does contract with FD #3 for service on behalf of its residents. That does mean that Fire protection is paid for by the Town. By contrast, residents are taxed directly by SJCPHD #1 for EMS service.

Validation Requirement: A new tax levy requirement where a certain percentage of the public must turnout and vote for the results to be valid. More fully explained in the Appendix.

Washington State Department of Health: *see “DOH”*

APPENDIX A

ADDITIONAL RESEARCH

A.1 PROPERTY TAX PRIMER

A.1.1 HOW PROPERTY TAXES WORK

Property taxes are complicated, and it seems prudent to review them briefly. This section begins simply, but quickly gets more complicated.

At its most basic, property taxes are expressed as a value paid per \$1,000 in assessed value, for instance, “\$1.00 per \$1,000 assessed value.” In other words, for every \$1,000 that your property is worth, you pay one dollar. If your home is worth \$1,000,000, then you would pay \$1,000 per year on a \$1.00 levy. Various entities can “levy” property owners with the approval of residents within the boundaries of that entity, for instance, all residents within the boundaries of a School District vote on levies for the school district. They may be permanent or temporary depending on how it is worded.

There are multiple entities that tax property owners in a given area. For instance, you may pay to a County, a town, a library district, school district, port district, public utilities district, emergency medical services district, fire district, etc. It is the job of the county assessor, who is elected by the public, to keep track of all these entities and their borders and determine (a) which taxing districts you must pay a tax and (b) how much your land is worth. Although you pay a lump sum to the Treasurer’s office, you are actually paying taxes to a number of entities. The Assessor’s Office distributes that. Each year they [publish a report](#).

A.1.2 HOW RATES VARY AND THE ONE PERCENT LIMIT

Generally speaking, your property values do not stay the same. They may increase or they may decrease depending on periodic valuation assessments. Some years your property value may increase more than 5% -- in a single year.

If, say, your property was worth \$1,000,000 this year, and your property went up 5% in value next year, then your property would be worth 1,050,000 the next year. If you paid one levy, at \$1.00 per \$1,000, then this year you would pay \$1,000 while next year you would pay \$1,050. Over several

years, your taxes could rise quite quickly, but you may not realize the advantage in your property value increase until you sell the property.

In order to prevent property taxes from rising too quickly, Washington State has a rule that limits a yearly increase exceeding 1%, known as the **1% rule**. In other words, even if your property tax *would* have been \$1,050 in the example above, you would in fact only owe \$1,010 -- a 1% increase.

However, analytic readers will observe that \$1,010 on a \$1,050,000 property is no longer \$1.00 per \$1,000. Therefore, the *rate* of tax has decreased, while the *total tax collected* has increased (\$1,000 to \$1,010).

Over a number of years it is quite typical for a levy rate to fall during periods where assessed values have increased. For instance, The EMS levy on San Juan Island was approved by voters at \$0.50 in has and has gradually since then down to approximately \$0.46 in 2018, and now \$0.43 per \$1,000 in assessed values for 2019.

What happens when **assessed values decline**? The restriction is on the total revenue, not the levy rate. In other words, the limit is not 1% of the \$1.00 levy RATE, but on the total amount collected. So if your property decreases in value from \$1,000,000 to \$500,000, the levy rate may double from \$1.00 to \$2.00 per \$1,000 assessed value -- keeping the total amount collected the same. As long as this total dollar amount collected (\$1,000 in this example) does not increase by more than 1%, the levy rate may increase.

Washington State sets **rate limits** separately, and they depend on the type of District. For instance, any EMS Levy is limited to \$0.50, a Fire Department is limited to \$1.50 (plus a separate EMS levy if passed), and a Public Hospital District limited to \$0.75. If a taxing district reaches its statutory maximum, then it may no longer increase except with a temporary excess levy (see 3.2.3).

The following chart shows that if assessed property values are going up two percent per year, then the tax rate will decline even as the total tax paid goes up by 1%/year.

Example of How the 1% Limit Affects Property Tax Rates (adapted from MRSC)

Year	Current Assessed Valuation (at 2% increase)	Maximum Allowable Levy (at 1% increase)	Maximum Allowable Rate per \$1,000 in AV
1	\$1,000,000	\$1500	\$1.50
2	1,020,000	1,515	1.49
3	1,040,000	1,530	1.47
4	1,061,208	1,545	1.44

Should a District decide it wants to take less than 1% it may instead “**bank capacity**,” which it may use in the future. No District involved in this merger discussion has any banked capacity.

A.1.3 LID LIFTS

Periodically a taxing district may find it difficult to meet its expenses. This often results when costs rise faster than 1%, which can be the case when payroll is greatest expense item and Cost of Living Adjustments (COLAs) exceed 2% annually, as they frequently do. If inflation is even higher, and the District not only must pay employees more, but also pay more for supplies, land purchase, building maintenance and improvements, etc., then costs may rise significantly more than 1% annually. Over time it may become difficult to maintain operations.

The legislature and the public recognize this fact, and by a vote of the public, the rate may be raised beyond the 1% growth cap. This keeps the judgment as to whether the taxing district needs the money in the hands of the public. When this is done, it is referred to as a “**lid lift**.”

There are different kinds of lid lifts. MRSC is an excellent source for more information on this (see: www.mrsc.org, and search for “levy lid lifts”). A taxing entity may exceed the limit for a year only, or over multiple years, as these increases may be temporary (and revert back to the level they would have been without the lid lift), or permanent. There is also a special “Excess Levy,” which must be for a year only -- with special rules for Fire Districts -- that can exceed the statutory maximum for their type of levy (see RCW 84.52.130).

In San Juan County, the most recent lid lifts at the time of writing were (source: MRSC Local Ballot Measure Database):

- [Orcas Island Library District](#)
Single-year levy lid lift (to \$0.45, permanent) for library services. November 2016 - Passed (64.49% / 35.51%)
- [San Juan County](#)
Single-year levy lid lift (increase of \$0.18, 6 years) for senior services, parks, fairground, extension programs, public health, victim services, corrections, and other items, canceling an existing levy lid lift. November 2014 - Passed (61.98% / 38.02%)
- [San Juan County Fire Protection District No. 4 - Lopez Island](#)
Single-year levy lid lift (increase of \$0.21 to \$0.83, 1 year) to maintain and improve fire and EMS. February 2013 - Passed (78.22% / 21.78%)
- [San Juan County Fire Protection District No.2 - Orcas Island Fire and Rescue](#)
Single-year levy lid lift (to \$1.05, 10 years). April 2014 - Passed (62.22% / 37.78%)

A.2 TURNOUT REQUIREMENTS

Generally speaking, turnout requirements only apply to new levies (except school districts) and excess levies. The renewal of a levy, such as the current SJCPHD #1 EMS levy (which must be renewed every six years) does not count as a new levy -- and therefore is not subject to validation requirements. It also isn't required in a newly formed regional fire authority whose entire geographic region was already subject to an EMS levy. A lid lift has no turnout requirements and only requires a simple majority to approve.

The only situations where these rules might matter is if FD #3 elects to start a new EMS levy (rather than just running a lid lift), or if the county were to run an EMS levy. If an excess levy is used rather than a bond to fund infrastructure, then validation may also be necessary. 2018 had high turnout so in 2019, new levies during Special Elections may face a challenge with respect to turnout.

A “turnout requirement” is when a measure requires a certain threshold of voters to *actually vote*, and of those, a certain threshold must *vote yes* in order for a ballot measure to pass. These thresholds are set as a fraction of those who voted in the last general election.

In other words, a majority of the votes cast may have approved a given ballot measure, but the measure may still fail if it is subject to a turnout requirement and not enough voters cast ballots. That makes it more difficult to get such a levy approved.

In addition to this validation requirement, a new levy must receive a minimum of 60% yes votes even in a general election. MRSC explains this rule well in its subject article on [EMS Levies](#): “At least a 60% “yes” vote AND the number of voters voting on the proposition must be at least 40% of the number of voters who cast ballots in the most recent state general election.” Special rules exist if a very high percentage of yes votes were received allowing for a “backdoor provision.”

Every two years the General Election includes candidates for congress, and every four it includes for President of the United States. For the purposes of consolidation all General Elections are the same. And turnout requirements always refer to the previous year's General Election only (the election held on the first Tuesday in November), and not the last presidential or congressional election.

Although for the purposes of this report turnout is measured with respect to the previous year's General Election with no difference between an election with a presidential race, congressional race, or neither, it is evident that those particular points in the election cycle have significantly higher turnout. The change in turnout *does* matter. Congressional cycles are even years: 2012, 2014, 2016, 2018, 2020, etc., and those years will have higher turnout than the odd years. Every presidential election will have still higher turnout (2012, 2016, 2020, 2024).

The drop from 2014 General (72%) with a congressional but not presidential year to 2015 General (58%) without a congressional election was about 15%. The 2016 congressional and presidential election year (88%) beat 2017 non-congressional and non-presidential (56%) by almost 20%. The 2012 General Election with both presidential and congressional elections (not pictured, but 89%) beat the 2013 General (63%) without presidential or congressional by almost 25%. It seems evident that presidential and congressional years get the highest turnout, followed by regular congressional years. Years where there is neither (odd years) have the lowest turnout.

That means that Special Elections during odd years are not great years for ballot measures that have turnout/validation requirements, especially if following both a congressional and presidential year. Following a congressional race only is less problematic.

The 2019 non-congressional and non-presidential year is likely to have turnout 15-20% less than 2018, which was congressional only, and that means that it would be more challenging to pass a new EMS levy during the Special Election cycle in 2019. This does not account for any surprises which are always possible, such as high profile local races, which with respect to turnout makes it easier to reach that validation threshold.

If a Special Election must be used, 2020 is likely to be more advantageous than 2019, since it will follow the 2019 General Election (which is likely to have lower turnout than 2018). However, holding a new levy vote in any year's general election makes all of this calculating irrelevant.

Chart: Historical Turnout in San Juan County, Washington

YEAR	ELECTION	TURNOUT		YEAR	ELECTION	TURNOUT
2018	April Special	47.88 %		2015	Apr Special	52.54%
2018	Primary	54.43%		2015	Primary	38.42%
2018	General	83.83%		2015	General	57.56%
2017	Feb Special	51.98%		2014	Feb Special	50.08%
2017	Apr Special	65.12%		2014	Apr Special	56.97%
2017	Primary	26.69%		2014	General	71.61%
2017	General	56.04%		2013	Feb Special	52.90%
2016	Feb Special	50.46%		2013	Apr Special	59.98%
2016	Primary	52.04%		2013	Primary	33.21%
2016	General	88.25%		2013	General	62.98%

A.3 LEVY SIDE ISSUES:

A.3.1 PRORATIONING AND THE \$5.90 LIMIT

The total tax rate for any given property is also controlled by the **\$5.90 limit**. This law says that the total levy rates applied on a property may not exceed \$5.90 per \$1,000. For example, if you had three levies, a Fire District Levy (0.51), a Town levy (0.90), and a Hospital District Levy (0.38), that would add up to \$1.79 of the \$5.90 limit.

Certain levies are exempt from this limit: public utility districts, port districts, excess property tax levies, special levies for local school districts, levies for acquiring conservation futures, *emergency medical service levies*, low income housing levies, certain criminal justice levies, ferry services, and some metropolitan park district levies. This law does not apply to state levies -- only talking county and below are affected ("senior" and "junior" taxing districts to use government jargon).

If that \$5.90 collective tax rate is exceeded, then "prorating" occurs, where based on a complicated pecking order and formula that is worked out by the assessor and based on state law, certain levies will be reduced or eliminated entirely.

There is one way in which this merger could affect this: because EMS levies are exempt from the \$5.90 limit but Fire Districts are not, retiring the EMS levy and raising the Fire District levy to pay for EMS services will make the entire county closer to the \$5.90 limit.

However, the county is very far from the \$5.90, with approximately \$2.00 per \$1,000 assessed value before it is likely to reach the \$5.90 limit. (source: communication from County Assessor John Kulseth on 10/1/2018) That leaves a great deal of room.

Therefore, this should not be a concern as there is more than ample room. Even were assessed values to drop significantly, driving tax rates up, there should still be plenty of room.

A.3.2 TOWN STATUTORY MAXIMUM

Like the District levies described above ("Special Purpose Districts"), the Town of Friday Harbor also has a **statutory town maximum**. A town is limited to \$3.60 in property taxes (of course, it also has other income, such as sales tax and service fees). However, its maximum is reduced by the amount of any library district in its boundaries and any fire district. Currently, Town only has a library district in its borders, but no fire district.

Property Tax Rates for Town of Friday Harbor, SJI Library, FD #3

Taxing District	2018 Rate	2019 Rate	Total Property Tax Value 2019
Town	0.9353152760	0.8797092471	\$511,879.81
Library	0.4610058013	0.4295556548	\$1,383,551.46
Fire Department #3	0.5485723230	0.5110660356	\$1,394,653.74

These rates each would reduce the maximum levy for the town, were Town annexed in the case of Fire. It is interesting that an independent EMS levy has no impact, but EMS services provided out of a Fire Department levy does -- but that is the way the law is written. Here is the effect it would have:

Actual and Theoretical Calculations regarding Town of Friday Harbor and Statutory Maximums

	Rates
Step 1. Town Max if no annex	3.60
Current SJI Library	-0.429
Revised town stat due to library (actual)	3.17
Step 2. <i>Hypothetical: Subtract Current FD #3</i>	-0.511
<i>Revised town stat max</i>	2.66
Step 3. <i>Hypothetical: EMS under Fire (trading rate straight across)</i>	-0.464
<i>Hypothetical stat max</i>	2.2

In this example, the EMS levy has been added to the Fire levy as though it added up to the exact same rate in a combined service under the same levy. Fire's levy was already counted in step 2. This may not be the case -- but it certainly wouldn't be substantially more than this.

Given that the Town of Friday Harbor currently has a levy rate of \$0.879 it seems that moving EMS under the Fire District will have no meaningful impact in this respect and could nearly triple in size before reaching the maximum.

Overall this seems a non-issue.

A.3.3 OUTER ISLANDS DETAIL

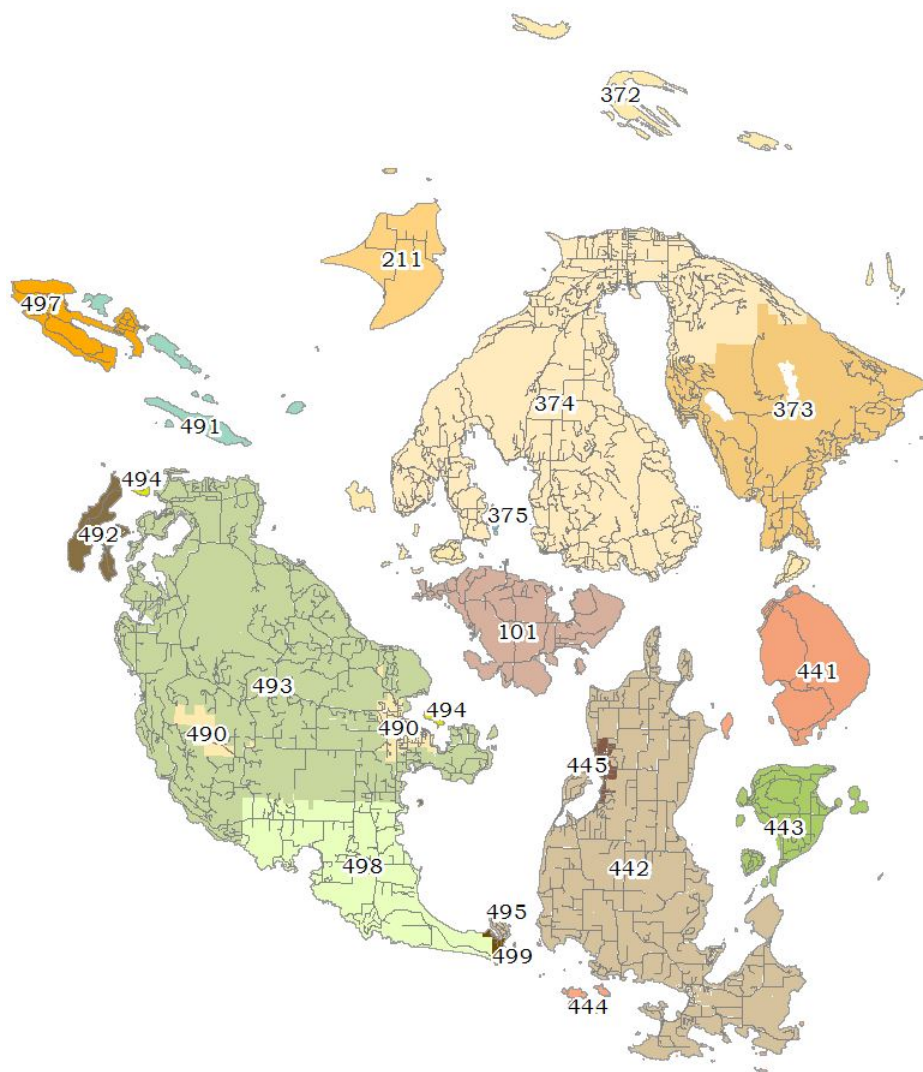
The Outer Islands covered by the SJCPHD #1 Levy do not represent a large amount of money (\$73,500) nor a large number of registered voters (55). However, it's an important issue. This section will explain in greater detail the outer islands and how they relate to this.

The following chart shows the 9 tax codes that include the SJCPHD #1 EMS Levy. The first column has the Tax Code Area, then the total assessed value of the property. The column "EMS Levy Rate," shows the 2019 levy rate, and then next column "Taxes by Tax Code Area" represents that number as an actual tax (Assessed value / 1000 x rate). The third to last column shows the total assessed value of property not included in the FD #3 Levy, \$750,621,054, and the second to last column shows the tax paid by those properties. The last column, "Assessed for Fire #3" shows the assessed value of the property that is in both levies.

Tax Area	Total Assessed for EMS	EMS Levy Rate	Taxes by Tax Code Area (TCA)	Assessed value outside of Fire #3	EMS taxes outside of Fire #3	Assessed for Fire #3
0490	\$ 581,873,854	0.435	\$ 253,322	\$ 581,873,854	\$ 253,321.98	
0491	\$ 23,936,540	0.435	\$ 10,421	\$ 23,936,540	\$ 10,420.90	
0492	\$ 85,475,780	0.435	\$ 37,212	\$ 85,475,780	\$ 37,212.35	
0493	\$ 2,103,016,326	0.435	\$ 915,560			\$ 2,103,016,326
0494	\$ 89,895,004	0.435	\$ 39,136			\$ 89,895,004
0495	\$ 82,921,011	0.435	\$ 36,100			\$ 82,921,011
0497	\$ 59,334,880	0.435	\$ 25,832	\$ 59,334,880	\$ 25,831.77	
0498	\$ 426,505,550	0.435	\$ 185,682			\$ 426,505,550
0499	\$ 26,573,136	0.435	\$ 11,569			\$ 26,573,136
TOTALS	\$ 3,479,532,081		\$ 1,514,833	\$ 750,621,054	\$ 326,787.00	\$ 2,728,911,027

Therefore tax code 490 (Town), 491, 492, and 497 are in the EMS levy but not the Fire levy. **The total exact value of the tax is \$73,465.02, exempting Town.** This represents the "Outer Islands" as referred to in this text.

The map below shows where each tax code is located and is provided by the SJC Assessor's Office.



Tax codes are not the only way the county is divided for purposes of taxation and governance. The county is also divided into precincts -- and the number of voters is the next salient question.

According to the Elections Office, split precincts 15-D and 15-E are within EMS/Hospital District and are not within FD #3. **There are a total of 55 registered voters in split precincts 15-D and 15-E.** Below is the data showing the total of registered voters for the outer islands grouped by their precincts. Precincts 15-D and 15-E combined

have 55 registered voters. For the purposes of a petition to annex unincorporated territory, it requires 15% of voters sign a petition. Based on the number of registered voters at the time of writing, this would therefore require about 10 people.

Registered Voters in the Outer Islands (<i>source: SJC Elections Office</i>)				
Registered Voters	Precinct	Outer Islands	In the Hospital District?	In the Fire District?
0	11-A	Dinner, Goose	YES	YES
9	15-C	Pearl	YES	YES
38	15-D	Satellite, Stuart,	YES	NO

		Cemetery, Gossip		
17	15-E	Flatop, Spieden, Cactus, Sentinel, Johns, Henry, O'neil, Battleship, Barnen, Ripple, Pole	YES	NO
16	17-B	Brown, Turn	YES	YES

Overall, resolving the Outer Islands in an integration scenario should be quite doable.

A.4 ANALYSIS OF ANNEXATION BY A FIRE DISTRICT OF A PROXIMATE CITY OR TOWN BY INTERLOCAL AGREEMENT

This is an analysis of an untested procedure for annexing a Town by a Fire District without requiring a popular election by voters In the City or Town and Annexing District).

[RCW 52.04.061](#) (“Annexation of proximate city or town—Procedure—Definition.”) reads in Paragraph 1:

“A city or town located within reasonable proximity to a fire protection district may be annexed to such district if at the time of the initiation of annexation the population of the city or town is 300,000 or less. The legislative authority of the city or town may initiate annexation by the adoption of an ordinance stating an intent to join the fire protection district and finding that the public interest will be served thereby. If the board of fire commissioners of the fire protection district shall concur in the annexation, notification thereof shall be transmitted to the legislative authority or authorities of the counties in which the city or town and the district are situated.”

The Town of Friday Harbor clearly qualifies as a town with a population of less than 300,000. Therefore the Town Council can “initiate annexation” by adopting an ordinance. The Fire District Commission should then pass a Resolution indicating that it concurs. Notice of this agreement must then be sent to the San Juan County Council, as the Legislative Authority.

Whether this merely “initiates” annexation (and the process still requires approval by voters in both the Town and Fire District), or if it *completes* the process (subject to Referendum) is not immediately clear.

From [RCW 35.13.238](#) (“Annexation of territory served by fire districts, interlocal agreement process—Annexation of fire districts, transfer of employees.”), beginning with paragraph 1 it reads:

“If the fire protection district, annexing city or town, and county reach an agreement on the enumerated goals, or if only the annexing city or town and county reach an agreement on the enumerated goals, the city or town may adopt an annexation ordinance, but the annexation ordinance provided for in this section is subject to referendum for forty-five days after its passage, provided that no referendum shall be allowed for an annexation under this section if the fire protection district, annexing city or town, and the county reach agreement on an annexation for which a city or town has initiated the interlocal agreement process by sending notice to the fire protection district representative and county representative prior to July 28, 2013.

“Upon the filing of a timely and sufficient referendum petition with the legislative body of the city or town, signed by qualified electors in a number not less than ten percent of the votes cast in the last general state election in the area to be annexed, the question of annexation must be submitted to the voters of the area in a general election if one is to be held within ninety days or at a special election called for that purpose according to [RCW 29A.04.330](#). Notice of the election must be given as provided in [RCW 35.13.080](#), and the election must be conducted as provided in the general election laws under Title [29A](#) RCW. The annexation must be deemed approved by the voters unless a majority of the votes cast on the proposition are in opposition to the annexation.

“After the expiration of the forty-fifth day from, but excluding, the date of passage of the annexation ordinance, if a timely and sufficient referendum petition has not been filed, the area annexed becomes a part of the city or town upon the date fixed in the ordinance of annexation.”

This paragraph makes it clear that, if the Town of Friday Harbor were proposing to annex territory currently within the Fire District, the annexation process could be initiated by an Ordinance passed by the Town Council, although the proposed annexation would be subject to Referendum. A Referendum on the annexation would have to be filed within 45 days of the Town’s adoption of the Ordinance; annexation would be approved if the referendum fails or no valid Referendum is filed.

Since this paragraph does not refer to the opposite situation (annexation of the Town by the Fire District), it is unclear if the Town Council has the same authority to BECOME annexed as it does to ANNEX.

If so, it can be concluded that annexation of the Town can be initiated by an Ordinance passed by the Friday Harbor Town Council. If the Fire District concurs (by Resolution), the annexation would not require a vote of the people unless a valid referendum petition is filed with the Town within 45 days.

It is possible that no election is required to annex the Town of Friday Harbor into Fire District #3 if the process is initiated by the Interlocal Agreement process described in RCW 52.04.061. Assuming no referendum is filed (per RCW 35.13.238) within 45 days of the Ordinance being passed by the Town, then annexation may not require ballot measures put before the voters of both the Town of Friday Harbor and Fire District #3.

One caveat to this possible approach is that there is no evidence this process has ever been tried (let alone successfully used) to annex a City or Town into a Fire District. While the “Ask MRSC” blog suggests this may be possible¹, there appears to be no definitive legal opinion or precedent on this subject.

To proceed with this process confidently, the Town of Friday Harbor and Fire District #3 should ask their own lawyers for legal advice, and possibly request an opinion from the Washington State Attorney General. If this process is deemed permissible, it would be a much faster, cheaper and easier mechanism to achieve annexation.

NOTE: This section is in response to the following question in “Ask MRSC” posting:

“Who votes on a fire district annexation measure when a city (under 300,000 population) is annexing into a fire protection district?”

The MRSC legal research team responded with the following:

“Both the voters in the city and the voters in the boundaries of the fire protection district would vote on the annexation measure. [RCW 52.04.071](#) provides the procedure for the election and the ballot title. Pursuant to this law, both a majority of the persons voting in a city or town and a majority of the person voting in the fire protection district are required to approve the annexation in order for a city or town to be annexed to the fire protection district.

“If the fire protection district is in agreement, we believe the city could also consider annexation by ordinance under [RCW 52.04.061](#) [if] the city population is less than 300,000 and the city is located within reasonable proximity to the fire protection district. An election would not be required if the city passed an ordinance and the fire protection district board of fire commissioners concurred in the annexation.”

APPENDIX B

Metrics to Measure Performance

Organizations have different stakeholders (both internal and external) that invest, work, support or receive services from the organization. At certain times, an individual may be more than one type of stakeholder. Communities support the organization and patients and individuals/companies receive the services. Continuous performance improvement to meet expectations and conform to national standards requires goals, measurement, action plans and evaluation of the outcomes.

As EMS and Fire comes together, it should fully understand what the community expects of the services and how these expectations will be met. The organization needs to develop metrics that will measure how and why decisions are reached and report outcomes to the community on a pre-determined schedule.

To help identify some of the metrics, suggested items are listed below:

Operational Metrics: Specific Metrics should be developed to manage the operational aspects of the entire operation. This includes the combined service of EMS and Fire and should help to build the construct for the best delivery system.

1. **Operational Times:** These would include response times of units, response times of personnel, times to intervention, times to completion, times to execute skills or tasks, times on station, out of service time.
2. **Resource Allocation:** This would include number of units, number of personnel, location of resources, hours worked, peak times, fatigue, types of resources for responses, backup staff, equipment and vehicle usage.
3. **Quality Assurance & Training:** These would include execution of specific skills; outcomes to specific tasks executed; comparing skills and outcomes to training needs with a focus on updated or future education and training.
4. **Service Expectation:** These would include meeting community expectations, defining community needs, defining services provided.

Discipline Metrics: Specifics metrics should be developed for both clinical and Fire as well as any other related services provided.

1. EMS has many sources from professional organizations and State requirements that list the specific metrics to measure for patient types and performance improvement.
2. Fire has professional organizations and State and local building codes that list the specific metrics to measure and improve performance.

Financial Metrics: Metrics that determine the financial health of the organization and the ultimate long- term sustainability of the organization.

1. Cost to do business: Each significant type of operation should be measured. The areas within each type of operation to measure would include: Labor, Administration, Equipment and Supplies, Communications, Vehicle and fleet, Operations, Maintenance, Building and Facilities. Metrics would include comparison of purchases, vehicle and equipment longevity, cost to service expectations, and actual expenses to budgeted expenses.
2. Revenue: These could include: Medicare and Medicaid earnings per fee schedule, public funding needs, uncompensated care, fundraising and donations, write-offs, payor percentages, days outstanding on collections, and determination of billed charges.

APPENDIX C

RESOURCES / DOCUMENTS

FURTHER READING

All CAG Records can be found at <http://sjcphd.org/meeting/citizens-advisory-group-cag>

Not all resources are listed. General government resources, such as the SJC Assessor's Office, or the SJC Auditor's Office, gave significant assistance but are not generally individually cited.

CHAPTER 2 "CAG PROCESS"

Creesy, Brad. [*Report to the Board of Commissioners: Potential Changes in Emergency Service Delivery Systems.*](#)

Martin, Jerry. [*Report to the Citizen's Advisory Group*](#)

MRSC, [*State Supreme Court Says Advisory Committees Are Not Subject to the OPMA*](#)

MRSC, [*Local Government Citizen Advisory Boards Examples, options, and model practices for the effective and efficient use of advisory boards by local governments*](#)

CHAPTER 3-4 "BOUNDARIES / LEVIES AND TAXES"

Association of Washington Public Hospital Districts, [*Legal Manual*](#)

MRSC, [*A Revenue Guide for Washington Counties*](#)

--[*Levy Lid Lifts*](#)

--[*Property Tax in Washington State*](#)

--[*Fire Protection District levies*](#)

--[*EMS Levies*](#)

--[*Emergency Medical Services Provision in Washington State*](#)

SJC Assessor's Office, [*Detail - 2019 Tax Distribution by Taxing District*](#)

Town of Friday Harbor, [*Budget*](#)

Town of Friday Harbor, [*Interlocal Agreement for Fire Protection Services*](#)

Town of Friday Harbor, [*Interlocal Agreement Between the Town of Friday Harbor and San Juan County Fire Protection District No. 3 Amending and Extending an Existing Contract for Fire Protection Services*](#)

Washington Fire Commissioners Association, [*Fire District & RFA Resources*](#)

Washington State Department of Revenue, [*Assessor's Property Tax Levy Manual*](#)

CHAPTER 6 “ELECTIONS ISSUES”

MRSC, [*Revenue Guide for Washington Counties*](#)

WA Department of Revenue, [*Ballot measure requirements*](#)

WA Secretary of State, [*Elections Calendar*](#)

WA Secretary of State, [*Voter Participation Statistics*](#)

WA State Legislature, [*Title 52 RCW: Fire Protection Districts*](#)

CHAPTER 7 “LICENSING”

Citizen's Advisory Group, [*Minutes: February 26, 2019 CAG Meeting*](#). See also the Holstein slides from that day, and the audio.

Washington State Department of Health, [*Regional EMS and Trauma Care Council Resource Handbook*](#)

Washington State Department of Health, [*EMS Service and Vehicle License Application Packet*](#)

Washington State Department of Health - North Region EMS & Trauma Care Council, [*North Region Emergency Medical Services & Trauma Care Council Strategic Plan*](#)

SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT No. 1
Board of Commissioners
Special Joint Meeting with FD #3 and Town of Friday Harbor
Wednesday, April 4, 2018

SJCPHD #1 Commissioners Present:

Commissioner Warren Appleton
Commissioner Michael Edwards, Chair
Commissioner Anna Lisa Lindstrum
Commissioner Mark Schwinge
Commissioner Rebecca Smith

Others Present:

Pamela Hutchins
SJCPHD #1: Superintendent

Jerry Martin
SJIEMS: Chief

By Phone: None

Absent: None

Farhad Ghatan
Town of F.H.: Mayor

FD #3 Commissioners Present:

Commissioner Frank Cardinale
Commissioner Robert Jarman
Commissioner Albert Olsen

Duncan Wilson
Town of F.H.: Town Administrator

By Phone: None

Absent: None

CALL TO ORDER:

Chair Edwards called the meeting to order at 3:00 pm. Immediately following, Chair Jarman of San Juan County Fire Protection District #3 (herein "FD #3") called their meeting to order. The Town of Friday Harbor (herein "Town of F.H.") sent two non-voting representatives as they contract for fire protection from FD #3.

SELECTION OF CHAIR FOR THE MEETING: Although each board must conduct its votes independently, one person was chosen to facilitate the discussion and conduct the agenda previously agreed on.

ACTION: Chair Edwards nominated Chair Jarman to serve as joint meeting chair, seconded by Commissioner Smith. ALL AYES; MOTION PASSES 5-0. FD #3 concurred.

AUDIENCE PARTICIPATION:

The floor was opened to public comment, with comments per person limited to 3 minutes. Maureen See read from a statement, submitted in writing and attached as Exhibit A. Jack Cory said he was "in favor of combining when possible," and encouraged commissioners to look to the future. Richard Grout asked whether the "residents will be better off after the merger than before."

SPECIAL MEETING/WORK SESSION BUSINESS:

Board introductions: The board introduced itself and its recording secretaries (Chief Creesy as Secretary pro tem for FD #3) to the public and each other.

Discussion: The board discussed the potential benefits to the community from changes to the delivery of Emergency Services, worked to identify paths forward, potential challenges, and steps to be taken next. Full audio of the discussion is available on the district website.

ACTION: Commissioner Smith moved, and Commissioner Schwinge seconded, to move forward with an evaluation of some type of consolidation with a proviso of up to \$5,000 for legal/accounting consulting and form a citizen's advisory group. NO DISCUSSION, ALL AYES; MOTION PASSES.

FD #3 then separately passed an equivalent motion.

Citizen's Advisory Group: The board then discussed what form the citizen's advisory group would take.

ACTION: Commissioner Smith then submitted the following description of the Citizen's Advisory Group (CAG) as a motion:

Purpose: To bring community perspectives to their district commissioners, enhance communication and increase interaction between boards and their local residents.

Overview of the Group's Responsibilities:

- Meet frequently to gather, analyze, and discuss information concerning possible integration of San Juan Island Fire District 3, Town Fire, and San Juan Island EMS.
- To work with subject matter experts in drafting recommendations to the boards of FD 3, PHD 1, and the Town.

Anticipated role of the Citizen Advisory Group:

- To learn about FD 3, Town fire and SJIEMS, thereby becoming knowledgeable representatives in our community
- To bring forward objective, balanced, and accurate community perspectives and concerns regarding possible integration of these organizations.
- To work collaboratively with the FD 3 and PHD 1 boards and town representatives to research various aspects of their departments' integration, including reasons for consolidation, governance, administration, command and control, costs, outer islands' service, legal process, financial forecasting,

billing, liabilities, tax rates, employee/volunteer training, and strategies for accomplishing tasks.

- To consider and research specific topics at the request of FD 3, Town, and PHD 1 commissioners, thus providing substantial public input to decision-making.

Interested parties should email, call, or deliver their information to the fire department. Five members will be chosen from the pool of applicants: one by FD 3, one by PHD 1, one by Town, with the additional two chosen by the first three members.

This Motion Amended by Commissioner Schwinge, and seconded by Commissioner Appleton, to set a deadline of April 23rd for applications. NO DISCUSSION, ALL AYES; MOTION PASSES.

The amended motion describing the role of the advisory group with a deadline of April 23rd was then voted on. NO DISCUSSION; ALL AYES, MOTION PASSES.

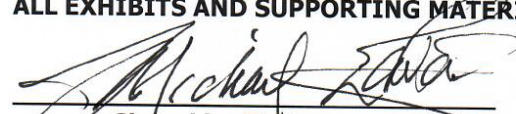
FD #3 separately passed an equivalent motion.

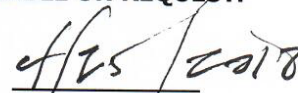
The two boards agreed to have all of the applications submitted to the Fire Department by email or in print, instructions to be released to media and onto respective board websites. The FD and PHD boards will select their choice at their regular meetings.

ADJOURNMENT:

Chair Edwards adjourned the meeting at 5:15 pm, and FD #3 then did the same.

ALL EXHIBITS AND SUPPORTING MATERIAL AVAILABLE ON REQUEST.


Signed by Chairperson


Date

The original document is retained at the San Juan County Pubic Hospital District #1 Office at 849 Spring Street, Unit B-5, Friday Harbor, WA 98250 in San Juan County Public Hospital District #1 permanent proceedings file.

Attest: Nathan Butler, Recording Secretary

Exhibit A
Statement by Maureen See
Read in open session during public comment

The possible merger between Fire and EMS is complicated and needs to be more fully understood by the people of SJL. If our citizens were not following the story closely they would have missed the Report to the Board of Commissioners provided by the staff of Fire District 3. Some very good points were made in this report, and yet as it is directed to the Board of Commissioners it is not easily understood by citizens trying to make sense of the costs of this possible merger. If the merger is being forced on Fire it will not succeed. Questions about who will lead the combined districts must be addressed.

My two points are:

1. We need a clear and objective breakdown of the costs and benefits of the merger. Residents need to understand what impacts the merger may have on services and what the associated costs will be. This cannot be about whether Fire and EMS will be better off if they merge, it has to be whether the public will benefit from a merger, and HOW they will benefit.
2. Plans regarding a citizens advisory committee. This seems to be tantamount to any consideration of a merger. This is the most important step in the discussion and the one least promoted. If our citizens are not included in this decision I believe the possible merger will be met with great resistance. If the FD and PHD and the Town and the County each produce one advisory committee member, then the remaining majority should be from the community and independent of affiliation with Fire and PHD.

Maureen See
4/4/18

SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT
FRIDAY HARBOR, WASHINGTON
RESOLUTION NO. 94-68

7/25 too many
words - 75
limit. @ called
tax to have
fixed.

A RESOLUTION OF SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT NO. 1, PROVIDING FOR THE SUBMISSION TO THE VOTERS OF THE DISTRICT AT A SPECIAL ELECTION TO BE HELD THEREIN ON NOVEMBER 8, 1994, IN CONJUNCTION WITH THE STATE GENERAL ELECTION TO BE HELD ON THE SAME DATE, OF A PROPOSITION AUTHORIZING THE DISTRICT TO LEVY REGULAR PROPERTY TAXES PURSUANT TO RCW 84.52.069 FOR EMERGENCY MEDICAL CARE AND EMERGENCY MEDICAL SERVICES.

WHEREAS, under the provisions of RCW 84.52.069, subject to any otherwise applicable statutory dollar rate limitations, additional regular property taxes may be levied by or for a taxing district for emergency medical care or services if such a levy is authorized by a proposition approved by the voters of the taxing district voting on the proposition at a general election held within the district or at a special election within the taxing district called by the district for the purposes of submitting such proposition to the voters; and

WHEREAS, Fire Protection District No. 3, San Juan County, Washington ("FPD No. 3"), is currently levying a regular property tax for emergency medical care and services in the amount of 40 cents per \$1000 of assessed value; and

WHEREAS, the boundaries of FPD No. 3 overlap in substantial part with the boundaries of Public Hospital District No. 1, San Juan County, Washington (the "District"); and

WHEREAS, RCW 84.52.069(4) prohibits the District from levying a regular property tax for emergency medical care or services so long as FPD No. 3 continues to levy a tax for the same purpose; and

WHEREAS, FPD No. 3 and the District have agreed that it is in the best interests of the residents of FPD No. 3 and the District for the District to provide emergency medical care and services within the boundaries of both districts; and

WHEREAS, FPD No. 3 and the District have further agreed that, if the residents of the District approve a regular property tax levy for the District pursuant to RCW 84.52.069 in the amount of 40 cents per \$1000 of assessed value, FPD No. 3 will cease levying for that purpose; and

WHEREAS, the District and FPD No. 3 have determined that in order to assure continued high quality emergency medical care and services within the boundaries of the District and FPD No. 3, it is in the best interests of the residents of both districts and the members of the public served by both districts to transfer the regular property tax levy for emergency medical care and services to the District as soon as possible; NOW, THEREFORE,

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS OF SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT NO. 1, as follows:

Section 1. It is found and declared that an emergency exists requiring the calling of a special election, and the Auditor of San Juan County, Washington, as ex officio supervisor of Elections for such County, is requested to find and declare the existence of an emergency and to call and conduct a special election in the District in the manner provided by law to be held herein on the 8th day of November, 1994, during lawful voting hours in conjunction with the State general election to be held on the same date. The special election shall be for the purpose of submitting to the electors of the District for their approval or rejection, pursuant to the provisions of RCW 84.52.069, the question of whether, beginning with taxes payable in 1995 and continuing in each year for four consecutive years, the District should levy an additional regular property tax in an amount equal to 40 cents per \$1000 of assessed value, for emergency medical care or emergency medical services.

Section 2. The "ballot title" of the aforesaid proposition shall be as follows:

PUBLIC HOSPITAL DISTRICT NO. 1

SAN JUAN COUNTY

PROPOSITION SETTING EMERGENCY MEDICAL PROPERTY TAX LEVY

Shall San Juan County Public Hospital District No. 1 be authorized to impose regular property levies of 40 cents or less per thousand dollars of assessed value, beginning with taxes payable in 1995 and continuing in each year for four consecutive years, in order to provide funds for emergency medical care or emergency medical services in the district and to replace the current emergency medical levy of 40 cents or less per thousand dollars of assessed value, of San Juan County Fire Protection District No. 3 and the Town of Friday Harbor?

YES ☐

NO ☐

Section 3. The Secretary of the Commission of the District is authorized and directed (a) to certify to the Auditor of San Juan County, Washington, a copy of this resolution showing its adoption by this Commission at least 45 days prior to the date of such special election, and (b) to perform such other duties as are necessary or required by law to the end that the question of whether the District should levy additional regular property taxes as herein provided shall be submitted to the voters of the District at such special election.

ADOPTED and APPROVED this 15th day of June, 1994, by the Commission of Public Hospital District No. 1, San Juan County, Washington, at a regular open public meeting.

Forbeswell
Commissioner

Diane A. Joy
Commissioner

George A. Johnson
Commissioner

Steven B. Brand
Commissioner

Cheryl A. Clark
Commissioner

OFFICIAL BALLOT

San Juan County Public Hospital District No.1
SAN JUAN COUNTY, WASHINGTON

Tuesday, November 8, 1994

INSTRUCTIONS TO VOTERS: To vote in favor of the following proposition, completely fill in the oval opposite the words "LEVY, YES"; to vote against the following proposition, completely fill in the oval opposite the words "LEVY, NO".

PROPOSITION NO. 1

EMERGENCY MEDICAL SERVICES LEVY

SHALL SAN JUAN COUNTY PUBLIC HOSPITAL DISTRICT NO. 1 BE AUTHORIZED TO IMPOSE A REGULAR PROPERTY TAX LEVY IN THE AMOUNT OF \$.40 PER THOUSAND DOLLARS OF ASSESSED VALUATION FOR FOUR YEARS BEGINNING IN 1995 TO FUND CONTINUED EMS CARE AND SERVICES CURRENTLY PROVIDED BY FIRE DISTRICT NO. 3 AND THE TOWN OF FRIDAY HARBOR, THEREBY REPLACING THE CURRENT EMS LEVIES OF \$.40 PER \$1,000.00?

LEVY, YES.....
LEVY, NO.....

A:\GEN94\PHDBAL

(SAMPLE)

**FIRE PROTECTION DISTRICT NO.3
SAN JUAN COUNTY, WASHINGTON
(San Juan County Fire District No. 3)
RESOLUTION NUMBER 2019-00x**

A RESOLUTION OF THE BOARD OF FIRE COMMISSIONERS, FIRE PROTECTION DISTRICT NO. 3, SAN JUAN COUNTY, CONCURRING WITH THE TOWN OF FRIDAY HARBOR TO INITIATE THE ANNEXATION OF THE TOWN OF FRIDAY HARBOR TO FIRE DISTRICT NO. 3 (SAN JUAN COUNTY FIRE PROTECTION DISTRICT NO. 3); FINDING THAT THE PUBLIC INTEREST WILL BE SERVED THEREBY; REQUESTING THE APPROVAL OF THE SAN JUAN COUNTY COUNCIL AND PLACEMENT OF THE ANNEXATION PROPOSITION ON THE BALLOT FOR THE [MONTH YEAR] SPECIAL ELECTION, OR AS SOON THEREAFTER AS PROVIDED BY LAW

WHEREAS, pursuant to RCW 52.04.061, the process of Town annexation to a fire district for service is initiated by an ordinance of that Town stating the Town's intent to join and annex into the fire district, finding that the public interest will be served thereby; and

WHEREAS, having reviewed the options for the continued provision of fire service to the residents of the Town of Friday Harbor ("Town"), the Town Council has initiated the process for annexation of the Town to Fire Protection District No. 3, San Juan County (San Juan County Fire District No. 3, the "Fire District") for such services; and

WHEREAS, on [Month Day, Year], the Town Council of the Town of Friday Harbor passed its Ordinance No. XXXX-XX for the annexation, including the Town's finding that the public interest will be served by annexation of the Town to the Fire District; and

WHEREAS, the Fire District has considered the proposed annexation of the Town to the Fire District effective [Month Day, Year] and concurs with the annexation; and

WHEREAS, the Fire District finds that an Interlocal Agreement for annexation of the Town of Friday Harbor into San Juan County Fire Protection District No. 3, to provide for coordination of the activities of the Town and the Fire District is necessary and appropriate to accommodate such annexation and, as such, the parties have commenced work on such an agreement that would, in part, attempt to transition all existing Town Fire Department employees to the Fire District; and

WHEREAS, following the effective date of Town Ordinance No. XXXX-XX, notification shall be transmitted to the San Juan County Commissioners, which shall then call a special election to be held in the Town and Fire District at the time and in the manner provided in RCW 52.04.071; and

WHEREAS, it appears that as of this date that an area commonly known as Olds Station will be annexed into the Fire District and, in anticipation of this, the Town and Fire District have executed a Pre-Annexation Agreement providing for continued service to the Olds Station area by the Fire District and for the Town to pay for such service under an interlocal cooperation agreement until July 1, 2016 or the Town is annexed into the Fire District, whichever comes first.

NOW, THEREFORE BE IT RESOLVED by the Board of Fire Commissioners, Fire Protection District No. 3, San Juan County, Washington, as follows:

Section 1. Declaration and Finding. Fire Protection District No. 3, San Juan County, Washington, declares and finds that annexation of the Town to the Fire District is in the public interest.

Section 2. District Concurrence. Pursuant to RCW 52.04.061, the Board of the Fire District concurs with the proposed annexation of the Town to the Fire District, effective [Month Day, Year]. The Town shall complete such environmental review as may be necessary or appropriate pursuant to the State Environmental Policy Act (SEPA). The Town shall act as the "lead agency" under SEPA.

Section 3. Notification to County Council.- Election. This Resolution constitutes a call for an election on the annexation ballot proposition, consistent with Chapter 52.04 RCW. The District Secretary is hereby authorized and directed to notify the San Juan County Commissioners of the Fire District's acceptance of the Town's annexation proposal and to request that the San Juan County Commissioners call a special election for the annexation proposition to be held on [Month Day, Year] (and any appeal thereof) for the annexation to take effect on [Month Day, Year].

Section 4. Severability. If anyone or more sections, subsections, or sentences of this Resolution are held to be invalid, such invalidity shall not affect the validity and enforceability of the remaining portion of this resolution and the same shall remain in full force and effect.

Section 5. Filing. A certified copy of this Resolution shall be filed with the San Juan County Council.

MOVED AND PASSED at a regular meeting of the Board of Fire Commissioners for Fire Protection District No. 3, San Juan County, Washington on [Month Day, Year], of which all Commissioners were notified and all were present and voting.

**BOARD OF FIRE DISTRICT COMMISSIONERS
San Juan County Fire Protection District No. 3**

Robert Jarman, Commissioner

Albert Olsen, Commissioner

Frank Cardinale, Commissioner

(SAMPLE)

ORDINANCE NO. 2019-XX

AN ORDINANCE, initiating the annexation of the Town of Friday Harbor into San Juan County Fire Protection District No.3.

WHEREAS, the Town of Friday Harbor has recently contracted annually with San Juan County Fire Protection District No. 3 to provide services; and

WHEREAS, the Town, jointly with San Juan County Fire Protection District No. 3 and San Juan County Hospital District No. 1, formed a Citizen's Advisory Committee to examine issues relating to the provision of emergency services on San Juan Island; and

WHEREAS, that Citizen's Advisory Committee recommended, among other things, that the Town consider annexing the Town of Friday Harbor into San Juan County Fire Protection District No. 3 to provide services in a more efficient and cost-effective manner; and

WHEREAS, the Town of Friday Harbor lies adjacent to San Juan County Fire Protection District No. 3; and

WHEREAS, the Town of Friday Harbor has a population of less than 300,000 citizens; and

WHEREAS, the Town Council of the Town of Friday Harbor finds that the public interest would be served by the annexation of the Town of Friday Harbor into San Juan County Fire Protection District No. 3; and

WHEREAS, the Town of Friday Harbor intends to reduce property tax collections, thereby affecting overall levy rates, to reflect the transfer of fire protection services to San Juan County Fire Protection District No. 3.

NOW, THEREFORE, THE TOWN COUNCIL OF THE TOWN OF FRIDAY HARBOR DO ORDAIN
as follows:

SECTION I

The foregoing recitals shall be and hereby are adopted as the findings and conclusions of the Town Council in support of this Ordinance.

SECTION II

The Town Council hereby declares its intent to join and be annexed into San Juan County Fire Protection District No. 3.

SECTION III

If the Board of Fire Commissioners of San Juan County Fire Protection District No. 3 shall concur in the proposed annexation of the Town of Friday Harbor, notification thereof shall be transmitted to the San Juan County Commissioners as specified in RCW 52.04.061.

SECTION IV

This Ordinance, not being subject to initiative or referendum, shall take effect five (5) days from and after approval and publication as provided by law.

PASSED BY THE TOWN COUNCIL OF THE TOWN OF FRIDAY HARBOR, at a regular meeting thereof, this ____ day of _____, _____.

TOWN OF FRIDAY HARBOR, a Municipal Corporation

By: _____
FARHAD GHATAN, Mayor

APPENDIX D

ADDITIONAL FINANCIALS

SAN JUAN ISLAND EMS ACTUAL P & L STATEMENTS (5 YEARS)

REVENUE

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
6511 SJI Emergency Medical Services					
300 Cash					
308.80.00.0000 Beginning Cash	\$ -	\$ -	\$ -	\$ -	\$ -
Total - Cash	\$ -	\$ -	\$ -	\$ -	\$ -
310 Taxes					
311.10.00.0000 Property Tax Revenue	\$ 949,560	\$ 971,620	\$ 1,001,967	\$1,450,075	\$1,485,587
Total - Taxes	\$ 949,560	\$ 971,620	\$ 1,001,967	\$1,450,075	\$1,485,587
330 Intergovernmental Revenue					
333.93.77.8000 Fed Indirect Reimb. - NSACH	\$ -	\$ -	\$ -	\$ -	\$ 55,300
334.04.92.0526 Dept of Health Trauma Grant (Fire)	\$ 3,953	\$ 2,341	\$ 1,443	\$ 1,270	\$ 1,222
336.02.31.0000 DNR PILT NAP/NRCA	\$ 309	\$ 309	\$ 338	\$ 603	\$ 390
337.20.00.0000 Leasehold Tax - San Juan EMS	\$ 4,989	\$ 5,292	\$ 5,444	\$ 8,226	\$ 8,805
337.40.00.0000 Timber Harvest Tax - Private Land	\$ 286	\$ 104	\$ 224	\$ 152	\$ 279
Total - Intergovernmental Revenue	\$ 9,537	\$ 8,046	\$ 7,449	\$ 10,251	\$ 65,996
340 Charges for Goods and Services					
342.21.00.0000 Program Fees	\$ 26,851	\$ 21,863	\$ 40,966	\$ 44,664	\$ 41,701
342.60.00.0000 Ambulance/Aid Car/Blis	\$2,031,311	\$2,075,713	\$ 1,354,552	\$ 422,171	\$ 457,544
342.60.00.0001 Ground Emergency Med Transport Reimb	\$ -	\$ -	\$ -	\$ -	\$ 66,731

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
Total - Charges for Goods and Services	\$2,058,162	\$2,097,576	\$ 1,395,518	\$ 466,835	\$ 565,976
360 Miscellaneous Revenues					
361.11.00.0000 Investment Interest - LGIP	\$ 375	\$ 762	\$ 1,609	\$ 3,137	\$ 6,238
361.40.00.0000 Loan Interest Earnings	\$ -	\$ -	\$ 9	\$ -	\$ -
362.50.00.0000 Rents, Leases and Concessions	\$ -	\$ -	\$ 405	\$ -	\$ -
367.00.00.0000 Donations	\$ 1,155	\$ 1,800	\$ 2,795	\$ 4,690	\$ 15,025
367.00.00.0001 Contributions/Donations--Private Sources	\$ 100	\$ -	\$ -	\$ -	\$ 150
367.00.00.0002 Small Grant from Private Org.	\$ -	\$ -	\$ -	\$ 92,650	\$ 8,809
369.90.00.0000 Miscellaneous Revenues	\$ -	\$ 4	\$ 82	\$ -	\$ 245
369.95.00.0000 Small Refund From Vendor	\$ 20,259	\$ 8,133	\$ 16,779	\$ 4,333	\$ 675
369.95.00.0007 IIMC Reimbursements	\$ 93,750	\$ 83,862	\$ 86,444	\$ 92,653	\$ 137,593
Total - Miscellaneous Revenues	\$ 115,639	\$ 94,561	\$ 108,123	\$ 197,463	\$ 168,735
380 Nonrevenues					
388.10.00.0000 Prior Period Adjustments	\$ -	\$ -	\$ -	\$ 3,426	\$ -
Total - Nonrevenues	\$ -	\$ -	\$ -	\$ 3,426	\$ -
390 Other Financing Sources					
391.70.00.0000 Repayment of DRS loan	\$ 2,470	\$ 1,572	\$ -	\$ -	\$ -
395.10.00.0000 Sale of Fixed Assets	\$ 567,981	\$ 6,000	\$ 2,100	\$ 1	\$ -
397.00.00.6521 Transfers-in from SJI Hosp. Dist.	\$ -	\$ -	\$ -	\$ -	\$ 825,000
Total - Other Financing Sources	\$ 570,451	\$ 7,572	\$ 2,100	\$ 1	\$ 825,000
Total - SJI Emergency Medical Services	\$3,703,349	\$3,179,375	\$ 2,515,157	\$2,128,051	\$3,111,294

EXPENDITURES

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
6511 SJI Emergency Medical Services					
00 Cash and Transfers					
508.80.00.0000 Ending Cash	\$ -	\$ -	\$ -	\$ -	\$ -
508.80.00.0002 Building Loan Payment Reserves	\$ -	\$ -	\$ -	\$ -	\$ -
508.80.00.0003 Vehicle Reserves	\$ -	\$ -	\$ -	\$ -	\$ -
588.10.00.0000 Prior Year Adjustments	\$ -	\$ -	\$ -	\$ (319)	\$ -
Total - Cash and Transfers	\$ -	\$ -	\$ -	\$ (319)	\$ -
10 Salaries and Wages					
522.10.10.0001 EMS Administrator	\$ 123,500	\$ 51,236	\$ 120,278	\$ 120,000	\$ 120,000
522.10.10.0002 Executive Assistant	\$ 68,030	\$ 63,977	\$ 53,698	\$ 43,195	\$ 54,319
522.10.10.0006 Admin Vacation/Holiday	\$ 4,946	\$ 6,813	\$ 15,291	\$ 12,373	\$ 11,320
522.10.10.0007 Admin Superintendent	\$ 59,280	\$ 59,280	\$ 62,244	\$ 64,432	\$ 68,676
522.10.10.0008 Board Recording Sec/Executive Assist	\$ -	\$ -	\$ -	\$ -	\$ 31,206
522.20.10.0001 Career EMTs	\$ -	\$ -	\$ -	\$ 114,031	\$ 131,848
522.20.10.0003 Operations Director	\$ 58,311	\$ 57,612	\$ 58,601	\$ -	\$ -
522.20.10.0004 Logistics Coordinator	\$ 47,701	\$ 40,062	\$ 20,312	\$ -	\$ -
522.20.10.1001 Paramedics	\$ 358,156	\$ 366,700	\$ 362,203	\$ 356,066	\$ 381,869
522.20.10.1002 Flight Nurses	\$ 293,175	\$ 325,272	\$ 101,088	\$ 200	\$ -
522.20.10.1003 EMTs	\$ 230,037	\$ 233,458	\$ 172,961	\$ 129,993	\$ 114,390
522.20.10.1004 Volunteer Officers	\$ 5,690	\$ 10,940	\$ 5,340	\$ -	\$ -
522.20.10.1005 Vacation / Holiday - Provider	\$ 12,274	\$ -	\$ 22,855	\$ 21,284	\$ 27,435
522.41.10.0003 EMT - Outreach	\$ -	\$ -	\$ -	\$ -	\$ 4,000
522.41.10.0005 Outreach Coordinator	\$ 61,115	\$ 54,516	\$ 57,462	\$ 59,186	\$ 60,973
522.70.10.0001 EMT - Off Island Transfer	\$ -	\$ -	\$ -	\$ 274	\$ -
Total - Salaries and Wages	\$ 1,322,215	\$ 1,269,866	\$ 1,052,333	\$ 921,034	\$ 1,006,036
20 Personnel Benefits					
522.10.20.0001 Admin FICA	\$ 32,194	\$ 26,405	\$ 29,870	\$ 18,421	\$ 21,981
522.10.20.0002 Admin L & I	\$ 10,051	\$ 9,468	\$ 14,232	\$ 1,231	\$ 1,440
522.10.20.0003 Admin Retirement	\$ 49,614	\$ 33,242	\$ 41,014	\$ 27,389	\$ 19,437
522.10.20.0004 EMS Administrator Leoff	\$ -	\$ -	\$ -	\$ -	\$ 6,516
522.10.20.0005 Admin Uniforms	\$ -	\$ -	\$ 3,272	\$ 55	\$ 275
522.10.20.0006 Admin Medical	\$ 137,027	\$ 115,635	\$ 118,806	\$ 45,494	\$ 34,121

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.10.20.0007 Deferred Comp.	\$ 6,607	\$ 9,500	\$ 6,331	\$ 3,100	\$ 4,300
522.10.20.0009 Unemployment	\$ 969	\$ 2,053	\$ 824	\$ 1,077	\$ 4,840
522.10.20.0010 Cell Phone Stipend - Admin	\$ 1,000	\$ -	\$ 275	\$ -	\$ -
522.10.20.0011 Life Insurance	\$ -	\$ -	\$ -	\$ 10,988	\$ 15,679
522.10.20.0013 Dental Insurance	\$ -	\$ -	\$ -	\$ 4,005	\$ 5,137
522.10.20.0014 Admin Health Reimbursement Account	\$ -	\$ -	\$ -	\$ -	\$ 6,300
522.10.20.0022 Admin Med Flight	\$ -	\$ -	\$ -	\$ 162	\$ 158
522.10.23.0000 Moving Allowance	\$ 5,000	\$ -	\$ -	\$ -	\$ -
522.20.20.0001 Provider FICA	\$ 68,654	\$ 71,830	\$ 50,585	\$ 46,995	\$ 50,593
522.20.20.0002 Provider L&I	\$ 19,514	\$ 30,881	\$ 35,246	\$ 39,625	\$ 34,000
522.20.20.0003 Provider Retirement	\$ 60,500	\$ 69,614	\$ 50,620	\$ 56,415	\$ -
522.20.20.0004 EMT's Leoff	\$ -	\$ -	\$ -	\$ -	\$ 27,388
522.20.20.0006 Provider Medical	\$ 68,868	\$ 68,956	\$ 46,730	\$ 82,838	\$ 75,440
522.20.20.0007 Deferred Comp	\$ 8,093	\$ 8,400	\$ 5,769	\$ 7,143	\$ 7,643
522.20.20.0011 Life Insurance	\$ -	\$ -	\$ -	\$ 11,914	\$ 14,819
522.20.20.0013 Dental Insurance	\$ -	\$ -	\$ -	\$ 8,294	\$ 10,403
522.20.20.0014 Provider Health Reimb. Account	\$ -	\$ -	\$ -	\$ -	\$ 16,200
522.20.20.0022 Provider Med Flight	\$ -	\$ -	\$ -	\$ 1,064	\$ 1,749
522.20.20.1005 EMS Uniforms - Provider	\$ 8,944	\$ 5,057	\$ 2,120	\$ 6,566	\$ 3,930
522.20.20.1010 Cell Phone Stipend Provider	\$ 1,050	\$ -	\$ 10	\$ -	\$ -
522.41.20.0001 Outreach FICA	\$ -	\$ -	\$ -	\$ 4,616	\$ 4,759
522.41.20.0002 Outreach L&I	\$ -	\$ -	\$ -	\$ 4,319	\$ 404
522.41.20.0003 Outreach Retirement	\$ -	\$ -	\$ -	\$ 7,134	\$ -
522.41.20.0004 EMT/Outreach Leoff	\$ -	\$ -	\$ -	\$ -	\$ 3,311
522.41.20.0006 Outreach Medical	\$ -	\$ -	\$ -	\$ 6,990	\$ 6,148
522.41.20.0007 Outreach Deferred Comp	\$ -	\$ -	\$ -	\$ 1,158	\$ 1,158
522.41.20.0011 Life Insurance	\$ -	\$ -	\$ -	\$ 3,848	\$ 4,618
522.41.20.0013 Dental Insurance	\$ -	\$ -	\$ -	\$ 651	\$ 811
522.41.20.0014 Outreach Health Reimb. Account	\$ -	\$ -	\$ -	\$ -	\$ 1,500
522.41.20.0022 Outreach Med Flight	\$ -	\$ -	\$ -	\$ 79	\$ 79
Total - Personnel Benefits	\$ 478,085	\$ 451,041	\$ 405,704	\$ 401,571	\$ 385,137
30 Supplies					
522.10.31.0001 Office Supplies	\$ 4,055	\$ 3,891	\$ 6,062	\$ 6,044	\$ 5,156
522.10.31.0006 Software	\$ 17,588	\$ 15,614	\$ 30,546	\$ 38,017	\$ 5,150

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.10.35.0001 Office Equipment	\$ 2,326	\$ 907	\$ 3,858	\$ 13,201	\$ 5,062
522.20.31.0002 Medical Supplies	\$ 52,107	\$ 40,546	\$ 28,797	\$ 24,648	\$ 32,554
522.20.31.0005 Medications	\$ 14,795	\$ 19,288	\$ 14,302	\$ 9,819	\$ 11,101
522.20.32.0001 Fuel and Oil	\$ -	\$ -	\$ -	\$ 10,941	\$ 13,043
522.20.35.0002 Medical Equipment	\$ 13,083	\$ 6,465	\$ 2,618	\$ 6,185	\$ 3,995
522.20.35.0003 Computers & Communications Equip.	\$ -	\$ -	\$ -	\$ 9,699	\$ 2,226
522.20.35.0004 Software - Operations	\$ -	\$ -	\$ -	\$ -	\$ 20,949
522.30.32.0001 Fuel and Oil	\$ 13,528	\$ 8,782	\$ 10,787	\$ -	\$ 1,162
522.41.31.0004 Outreach Supplies	\$ 5,875	\$ 6,235	\$ 7,092	\$ 8,835	\$ 15,331
522.41.35.0004 Outreach Equipment	\$ 1,444	\$ 743	\$ 2,304	\$ 789	\$ 123
522.50.31.0003 Station/Building Supplies	\$ 3,917	\$ 3,084	\$ 3,533	\$ 6,008	\$ 3,852
522.50.35.0003 Station Equipment	\$ 2,180	\$ 1,331	\$ 197	\$ 955	\$ 763
522.60.35.0005 Motor Vehicle Parts & Repairs	\$ 1,089	\$ 2,060	\$ 4,839	\$ 17,213	\$ 15,919
Total - Supplies	\$ 131,987	\$ 108,946	\$ 114,935	\$ 152,354	\$ 136,386
40 Charges for Services					
522.10.41.0001 Advertising	\$ 6,836	\$ 6,708	\$ 4,535	\$ 14,911	\$ 5,406
522.10.41.0002 County Auditor-Warrants	\$ 5,770	\$ 5,719	\$ 6,608	\$ 6,740	\$ 6,087
522.10.41.0003 Legal Services	\$ 3,620	\$ 27,208	\$ 198,639	\$ 58,382	\$ 10,640
522.10.41.0004 State Auditor	\$ 16,011	\$ -	\$ 23,162	\$ 11,636	\$ 8,086
522.10.41.0007 Accounting Services	\$ 959	\$ 37,520	\$ 36,811	\$ 35,343	\$ 16,650
522.10.41.0149 Election Services	\$ 13,861	\$ 3,610	\$ -	\$ -	\$ -
522.10.42.0001 Telephone	\$ 12,479	\$ 9,896	\$ 7,685	\$ 5,520	\$ 4,829
522.10.42.0002 Postage	\$ 2,165	\$ 1,050	\$ 1,695	\$ 3,930	\$ 1,311
522.10.42.0003 Mobile Cell Services	\$ -	\$ -	\$ -	\$ 767	\$ 2,139
522.10.42.0004 Data / Internet Services	\$ -	\$ -	\$ -	\$ 1,495	\$ 1,290
522.10.43.0001 Admin Per Diem	\$ 209	\$ 920	\$ 457	\$ 1,072	\$ 1,749
522.10.43.0002 Admin Mileage	\$ 5,912	\$ 2,129	\$ 1,225	\$ 2,195	\$ 1,649
522.10.43.0003 Admin Lodging	\$ 3,987	\$ 1,096	\$ 1,283	\$ 1,150	\$ 1,665
522.10.46.0001 General Insurance	\$ 43,779	\$ 41,156	\$ 40,919	\$ 40,662	\$ 9,615
522.10.46.0004 Vehicle Insurance	\$ -	\$ 456	\$ -	\$ -	\$ -
522.10.46.0005 Excess Liability Insurance due to Evac.	\$ -	\$ -	\$ -	\$ -	\$ 6,160
522.10.49.0001 Dues and Memberships	\$ 4,063	\$ 5,295	\$ 1,692	\$ 5,920	\$ 7,544
522.10.49.0004 District Costs	\$ 1,271	\$ -	\$ 20,389	\$ -	\$ -
522.10.49.0006 Refunds	\$ 2,690	\$ -	\$ -	\$ -	\$ -

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.10.49.0007 CAMPTS Accreditation	\$ -	\$ 7,250	\$ (6,430)	\$ (75)	\$ -
522.10.49.0008 Training Dinners, Recognition, Awards	\$ 13,610	\$ 7,861	\$ 8,212	\$ 9,191	\$ 6,973
522.10.49.0085 NSF Check Fees	\$ -	\$ -	\$ -	\$ -	\$ 6
522.20.41.0000 Dispatch Services	\$ 91,301	\$ 93,799	\$ 35,187	\$ 58,702	\$ 39,921
522.20.41.0001 MPD	\$ 50,004	\$ 50,003	\$ 33,333	\$ 22,917	\$ 15,833
522.20.41.0002 Medical Exams	\$ 326	\$ 340	\$ -	\$ (76)	\$ -
522.20.41.0003 Background Checks	\$ -	\$ -	\$ -	\$ 132	\$ 321
522.20.41.0004 Laundry	\$ 1,004	\$ 1,188	\$ 1,717	\$ 1,465	\$ 1,340
522.20.41.0005 EMS Billing	\$ 84,343	\$ 97,373	\$ 89,491	\$ 30,665	\$ 19,798
522.20.41.0006 Computer Consultant	\$ -	\$ -	\$ -	\$ 4,791	\$ 22,648
522.20.41.0007 Mapping Services	\$ -	\$ -	\$ -	\$,457	\$ -
522.20.41.0008 Other Professional Services	\$ -	\$ -	\$ -	\$ 159	\$ 719
522.20.43.0004 Per Diem - Provider	\$ 796	\$ 406	\$ 95	\$ 404	\$ 392
522.20.43.0005 Mileage - Provider	\$ 3,089	\$,791	\$ 4,475	\$,088	\$ 1,999
522.20.43.0006 Lodging - Provider	\$ 2,077	\$,454	\$,534	\$ 803	\$ 679
522.20.46.0003 Portable Equipment Insurance	\$ -	\$ -	\$ -	\$ -	\$ 1,221
522.20.46.0004 Vehicle Insurance	\$ -	\$ -	\$ -	\$ 202	\$ 8,560
522.20.46.0005 Employee Accident & Sickness Insur.	\$ -	\$ -	\$ -	\$ -	\$ 7,798
522.41.41.0002 Wilderness Classes	\$ 6,470	\$,202	\$,956	\$,144	\$ 5,080
522.41.41.0004 Community Paramedicine ACH Grant	\$ -	\$ -	\$ -	\$ -	\$ -
522.45.49.0002 Tuition	\$ 2,255	\$,836	\$,570	\$,965	\$ 10,927
522.45.49.0003 Training	\$ 5,538	\$ 0,091	\$,256	\$ (8,003)	\$ 2,690
522.50.45.0001 Operating Rentals and Leases	\$ -	\$ -	\$ 500	\$ -	\$ -
522.50.46.0001 Building Insurance	\$ -	\$ -	\$ -	\$ -	\$ 5,739
522.50.47.0002 Electricity	\$ 7,119	\$ 6,963	\$ 8,636	\$ 10,351	\$ 9,817
522.50.47.0003 Water	\$ 7,507	\$ 7,094	\$ 6,814	\$ 7,171	\$ 5,537
522.50.47.0004 Garbage	\$ -	\$ -	\$ -	\$ -	\$ 3,504
522.50.48.0001 Station Repairs & Maint	\$ 8,403	\$ 14,694	\$ 11,457	\$ 8,038	\$ 3,676
522.60.42.0001 Mobile Cell Service	\$ -	\$ -	\$ -	\$ 15,361	\$ 14,475
522.60.48.0002 Radio Equipment	\$ 1,135	\$ 4,511	\$ 13,867	\$ -	\$ 203
522.60.48.0003 Medical Equipment - Vehicle	\$ 12,254	\$ 25,076	\$ 11,849	\$ 121	\$ -
522.60.48.0004 Contract Services	\$ 17,745	\$ 32,187	\$ 31,119	\$ 38,538	\$ 15,436
522.60.48.0005 EMS Equipment Maint/Repair	\$ -	\$ -	\$ 12,766	\$ 1,796	\$ 4,726
522.70.41.0003 Sheriff Boat Fees	\$ 1,663	\$ 963	\$ -	\$ 3,500	\$ -

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.70.41.0006 Air Transport Contract	\$ 662,169	\$ 851,189	\$ 233,751	\$ -	\$ -
Total - Charges for Services	\$ 1,102,420	\$1,366,034	\$ 859,755	\$ 439,530	\$ 294,838
60 Capital Outlays					
594.22.62.0000 Buildings and Structures	\$ -	\$ -	\$ 1,046	\$ 98	\$ -
594.22.64.0001 EMS Equipment	\$ -	\$ 7,137	\$ 8,332	\$ -	\$ 977
594.22.64.0002 Building/Fixtures	\$ -	\$ -	\$ 58	\$ -	\$ -
594.22.64.0003 Vehicle Purchases	\$ -	\$ 82,194	\$ 2,935	\$ 172,825	\$ -
Total - Capital Outlays	\$ -	\$ 89,331	\$ 12,371	\$ 172,923	\$ 977
70 Debt Service: Principal					
591.22.71.2022 Principal GO Bonds til 2022	\$ 55,246	\$ 82,022	\$ 59,360	\$ 61,567	\$ 888,547
Total - Debt Service: Principal	\$ 55,246	\$ 82,022	\$ 59,360	\$ 61,567	\$ 888,547
80 Debt Service: Interest and Related Costs					
592.22.83.2022 Interest GO Bonds til 2022	\$ 61,080	\$ 59,304	\$ 56,966	\$ 54,758	\$ 52,779
592.22.89.0000 Debt Service Admin Fee	\$ -	\$ 241	\$ 270	\$ 170	\$ 170
Total - Debt Service: Interest and Related Costs	\$ 61,080	\$ 59,545	\$ 57,236	\$ 54,928	\$ 52,949
Total - SJI Emergency Medical Services	\$ 3,151,033	\$,426,785	\$,561,694	\$2,203,588	\$ 2,764,870

SAN JUAN COUNTY FIRE PROTECTION DISTRICT NO 3 ACTUAL P & L STATEMENTS (5 YEARS)

REVENUE

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
6561 Fire #3 General					
300 Cash					
308.80.00.0000 Beginning Cash	\$ -	\$ -	\$ -	\$ -	\$ -
Total - Cash	\$ -	\$ -	\$ -	\$ -	\$ -
310 Taxes					
311.10.00.0000 Property Tax Revenue	\$1,245,714	\$1,291,727	\$ 1,316,735	\$1,350,413	\$1,376,727
Total - Taxes	\$1,245,714	\$1,291,727	\$ 1,316,735	\$1,350,413	\$1,376,727
320 Licenses and Permits					
322.90.22.0000 Burn Permits	\$ 1,400	\$ 450	\$ 3,117	\$ 2,827	\$ 6,686
322.90.22.0001 Fire Marshal Burn Permits - On Line	\$ 10,800	\$ 7,245	\$ -	\$ -	\$ -
322.90.22.0002 Fire Marsh. Burn Permits - Orcas Fire 2	\$ 12,965	\$ 5,930	\$ -	\$ -	\$ -
322.90.22.0003 Fire Marsh. Burn Permits-San Juan Fire3	\$ 12,735	\$ 3,780	\$ -	\$ -	\$ -
322.90.22.0004 Fire Marsh. Burn Permits - Lopez Fire 4	\$ 6,720	\$ 1,710	\$ -	\$ -	\$ -
322.90.22.0005 Fire Marsh. Burn Permits - Shaw Fire 5	\$ 870	\$ 270	\$ -	\$ -	\$ -
Total - Licenses and Permits	\$ 45,490	\$ 19,385	\$ 3,117	\$ 2,827	\$ 6,686
330 Intergovernmental Revenue					
336.02.31.0000 DNR PILT NAP/NRCA	\$ 515	\$ 522	\$ 566	\$ 814	\$ 526
337.20.00.0000 Leasehold Tax - San Juan Fire 3	\$ 785	\$ 959	\$ 738	\$ 911	\$ 652
337.40.00.0000 Timber Harvest Tax - Private Land	\$ 477	\$ 160	\$ 348	\$ 169	\$ 305
Total - Intergovernmental Revenue	\$ 1,777	\$ 1,641	\$ 1,652	\$ 1,894	\$ 1,483
340 Charges for Goods and Services					
342.21.00.0000 DUI Emergency Response	\$ 594	\$ 27	\$ 229	\$ 607	\$ 112
342.21.00.0001 Reimb For Intragovernmental Services	\$ 4,039	\$ 507	\$ 14,865	\$ 2,428	\$ 6,553
342.21.00.0002 Fire Protection Services	\$ 108,848	\$ 85,207	\$ 92,497	\$ 112,951	\$ 108,719
342.21.00.0003 Fire Protection Services, Town of FH	\$ 260,615	\$ 262,695	\$ 274,468	\$ 283,709	\$ 292,535

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
342.21.00.0004 Fire Protection Svc - Univ. Washington	\$ 13,020	\$ 13,199	\$ 13,063	\$ 13,194	\$ 12,233
342.21.00.0005 Fire Protection Svc - PFH	\$ 4,422	\$ 4,495	\$ 4,593	\$ 4,593	\$ 5,182
342.21.00.0006 Reimb. For Travel/Train - Other Govt.	\$ 600	\$ 6,606	\$ -	\$ -	\$ 14
Total - Charges for Goods and Services	\$ 392,138	\$ 372,736	\$ 399,715	\$ 417,482	\$ 425,348
360 Miscellaneous Revenues					
361.11.00.0000 Investment Interest - LGIP	\$ 4	\$ 7	\$ 1,373	\$ 5,156	\$ 10,280
362.50.16.0000 Fire # 3 / Bldg Rent	\$ 8,683	\$ 6,164	\$ 8,452	\$ 8,266	\$ 6,524
367.00.00.0000 Dodie Gann Rescue Fund	\$ -	\$ -	\$ 30,000	\$ -	\$ -
367.00.00.0001 Donations	\$ -	\$ 100	\$ 35	\$ 100	\$ 500
369.10.00.0000 Sale of Scrap Or Junk/Surplus	\$ 1,120	\$ 44,210	\$ 80	\$ 2,080	\$ 160
369.93.00.0000 OPALCO Refund Cap Retirement 77-78	\$ 1,554	\$ -	\$ 1,582	\$ -	\$ -
369.95.00.0000 Small Refund From Vendor	\$ 343	\$ 11,228	\$ 10,299	\$ 875	\$ 599
Total - Miscellaneous Revenues	\$ 11,704	\$ 61,709	\$ 51,821	\$ 16,477	\$ 18,063
390 Other Financing Sources					
395.20.00.0000 Insurance Premiums & Recoveries	\$ -	\$ 3,081	\$ 874	\$ -	\$ -
Total - Other Financing Sources	\$ -	\$ 3,081	\$ 874	\$ -	\$ -
Total - Fire #3 General	\$1,696,823	\$1,750,279	\$ 1,773,914	\$1,789,093	\$1,828,307

EXPENDITURES

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
6561 Fire #3 General					
00 Cash and Transfers					
597.00.00.0001 Transfer Out to Capital Fund	\$ 362,819	\$ -	\$ -	\$ -	\$ -
597.00.00.0002 Transfer Out to LOSAP Fund	\$ -	\$ -	\$ 12,000	\$ 12,000	\$ 7,500
597.00.00.0004 Transfer Out to Capital Project Fund	\$ 78,177	\$ 338,766	\$ 312,707	\$ 286,648	\$ 312,707
Total - Cash and Transfers	\$ 440,996	\$ 338,766	\$ 324,707	\$ 298,648	\$ 320,207
10 Salaries and Wages					
522.10.10.0001 Administration Wages	\$ 185,658	\$ 198,209	\$ 192,971	\$ 201,032	\$ 305,910
522.11.10.0001 Commissioner Meeting Pay	\$ 4,446	\$ 5,244	\$ 6,612	\$ 7,296	\$ 9,006
522.20.10.0001 Firefighter wages	\$ 152,006	\$ 178,339	\$ 182,960	\$ 221,480	\$ 242,512
522.45.10.0001 Assistant Chief Wages	\$ 93,461	\$ 92,116	\$ 104,082	\$ 96,114	\$ 100,899
522.50.10.0001 Facility Salaries	\$ 226,336	\$ 251,457	\$ 216,226	\$ 304,449	\$ 320,525
Total - Salaries and Wages	\$ 661,907	\$ 725,365	\$ 702,851	\$ 830,371	\$ 978,852
20 Personnel Benefits					
522.10.20.0001 Administration FICA	\$ 2,708	\$ 2,907	\$ 2,849	\$ 2,967	\$ 3,861
522.10.20.0002 Administration L & I	\$ 2,828	\$ 3,228	\$ 3,494	\$ 3,698	\$ 3,786
522.10.20.0003 Administration PERS	\$ 8,302	\$ 10,019	\$ 9,866	\$ 11,737	\$ 13,008
522.10.20.0004 Administration LEOFF	\$ 5,053	\$ 5,477	\$ 5,567	\$ 5,556	\$ 6,029
522.10.20.0006 Administration Medical	\$ 28,276	\$ 27,062	\$ 19,987	\$ 21,994	\$ 24,632
522.10.20.0010 Deferred Comp - Admin	\$ 1,100	\$ 2,300	\$ 3,527	\$ 3,600	\$ 3,300
522.10.20.0020 Administration HRA Contribution	\$ -	\$ -	\$ -	\$ -	\$ 1,000
522.11.20.0001 Commissioner FICA	\$ 340	\$ 401	\$ 506	\$ 558	\$ 689
522.11.20.0002 Commissioner L & I	\$ 7	\$ 8	\$ 10	\$ 11	\$ 14
522.11.20.0006 Commissioner Benefits	\$ 85	\$ 114	\$ 9	\$ -	\$ -
522.20.20.0001 VOLUNTEER FICA	\$ 11,713	\$ 13,668	\$ 14,040	\$ 17,005	\$ 18,615
522.20.20.0002 Labor & Industries-Vol. FF	\$ -	\$ -	\$ 49	\$ 30	\$ 44
522.20.20.0009 Unemployment	\$ -	\$ -	\$ -	\$ -	\$ -
522.20.20.0022 Medical Flight Insurance	\$ 1,103	\$ 316	\$ 561	\$ 798	\$ 818
522.45.20.0001 Assistant Chief FICA	\$ 1,362	\$ 1,352	\$ 1,533	\$ 1,420	\$ 1,482
522.45.20.0002 Assistant Chief L & I	\$ 2,475	\$ 2,810	\$ 3,347	\$ 3,270	\$ 3,344
522.45.20.0004 Assistant Chief LEOFF	\$ 4,914	\$ 4,878	\$ 5,484	\$ 5,123	\$ 5,479
522.45.20.0006 Assistant Chief Medical	\$ 14,027	\$ 14,878	\$ 16,885	\$ 20,243	\$ 20,990

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.45.20.0010 Assistant Chief-Deferred Comp	\$ 500	\$ 1,150	\$ 1,673	\$ 1,800	\$ 1,800
522.45.20.0020 Assistant Chief HRA Contribution	\$ -	\$ -	\$ -	\$ -	\$ 500
522.50.20.0001 Facility FICA	\$ 3,306	\$ 3,703	\$ 5,113	\$ 4,526	\$ 4,723
522.50.20.0002 Facility L & I	\$ 9,154	\$ 11,230	\$ 10,471	\$ 15,548	\$ 15,836
522.50.20.0004 Facility LEOFF	\$ 11,924	\$ 13,326	\$ 9,792	\$ 16,243	\$ 17,405
522.50.20.0006 Facility Medical	\$ 47,664	\$ 50,502	\$ 38,711	\$ 60,607	\$ 74,256
522.50.20.0009 Facility Unemployment	\$ -	\$ -	\$ -	\$ -	\$ -
522.50.20.0010 Deferred Comp - Facilities	\$ 1,650	\$ 3,450	\$ 4,050	\$ 7,200	\$ 7,200
522.50.20.0020 Maintenance HRA Contribution	\$ -	\$ -	\$ -	\$ -	\$ 2,000
Total - Personnel Benefits	\$ 158,491	\$ 172,779	\$ 157,524	\$ 203,934	\$ 230,811
30 Supplies					
522.10.31.0001 Office Supplies	\$ 4,028	\$ 5,113	\$ 6,612	\$ 3,392	\$ 4,748
522.20.31.0001 Uniforms	\$ 5,620	\$ 5,299	\$ 3,040	\$ 3,715	\$ 5,559
522.20.31.0002 PPE/SCBA	\$ 23,807	\$ 7,804	\$ 4,747	\$ 25,098	\$ 43,277
522.20.31.0003 Firefighter Supplies	\$ 7,194	\$ 4,943	\$ 6,169	\$ 12,447	\$ 6,233
522.20.31.0004 Fireline/Training Food	\$ 7,671	\$ 5,419	\$ 7,407	\$ 9,967	\$ 8,610
522.20.31.0005 Station Supplies	\$ 10,366	\$ 9,481	\$ 9,699	\$ 8,167	\$ 8,184
522.20.32.0001 Fuel	\$ 22,852	\$ 18,049	\$ 15,421	\$ 15,874	\$ 19,583
522.20.35.0000 Fire - Minor Tools and Equipment	\$ 15,368	\$ 7,606	\$ 5,637	\$ 15,104	\$ 11,391
522.45.35.0001 Training Equipment	\$ 8,568	\$ 4,980	\$ 9,170	\$ 14,770	\$ 13,021
522.50.31.0001 Motor Vehicle Parts	\$ 27,014	\$ 36,246	\$ 15,625	\$ 27,560	\$ 29,213
522.50.32.0001 Propane	\$ 3,645	\$ 2,011	\$ 1,811	\$ 3,212	\$ 2,184
522.50.35.0001 Small Tools	\$ 1,021	\$ 316	\$ 744	\$ 263	\$ 927
Total - Supplies	\$ 137,154	\$ 107,267	\$ 96,082	\$ 139,569	\$ 152,930
40 Charges for Services					
522.10.41.0001 Professional Services-General	\$ 2,899	\$ 5,158	\$ 12,261	\$ 6,766	\$ 28,263
522.10.41.0002 Legal Services	\$ 1,638	\$ 424	\$ 1,371	\$ 1,725	\$ 1,298
522.10.41.0004 Technology Services	\$ 944	\$ 738	\$ 1,781	\$ 169	\$ 163
522.10.42.0001 Telephone	\$ 5,824	\$ 5,872	\$ 6,805	\$ 5,186	\$ 4,644
522.10.42.0002 Postage	\$ 585	\$ 715	\$ 2,401	\$ 2,498	\$ 1,610
522.10.42.0003 Publication Fees	\$ 827	\$ 13	\$ 1,681	\$ 556	\$ 1,427
522.10.42.0004 IT Communications	\$ -	\$ -	\$ -	\$ 441	\$ 1,352
522.10.45.0001 Office Equipment Rental	\$ 5,390	\$ 5,171	\$ 4,574	\$ 4,849	\$ 3,811

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
522.10.45.0002 Leases	\$ 23,351	\$ 23,589	\$ 17,077	\$ 47,488	\$ 24,677
522.10.45.0003 Fire Boat	\$ -	\$ -	\$ -	\$ 9,500	\$ 10,875
522.10.46.0001 Insurance	\$ 31,804	\$ 32,363	\$ 33,471	\$ 30,167	\$ 32,564
522.10.49.0001 Dues/Memberships	\$ 4,495	\$ 5,314	\$ 5,404	\$ 5,964	\$ 9,603
522.10.49.0002 Subscriptions	\$ 5,820	\$ 2,420	\$ 1,941	\$ 2,016	\$ 1,295
522.10.49.0003 Miscellaneous	\$ 5,504	\$ 4,309	\$ 17,318	\$ 1,514	\$ 884
522.11.43.0001 Travel	\$ 1,919	\$ 1,670	\$ 920	\$ 3,805	\$ 1,650
522.11.49.0001 Commissioners Expenses	\$ 782	\$ 1,200	\$ 1,095	\$ -	\$ -
522.20.41.0001 Vaccinations/Med Exams	\$ 6,528	\$ 5,209	\$ 7,551	\$ 7,668	\$ 9,470
522.20.46.0001 Disability Insurance	\$ -	\$ -	\$ -	\$ 3,824	\$ 1,622
522.20.46.0002 BVFF	\$ 1,579	\$ 4,500	\$ 2,467	\$ 4,590	\$ 840
522.20.49.0001 Awards	\$ 5,225	\$ 5,774	\$ 4,411	\$ 3,920	\$ 3,644
522.30.41.0001 Contracting	\$ 7,113	\$ 11,021	\$ -	\$ -	\$ -
522.30.42.0001 Communications	\$ 758	\$ 180	\$ -	\$ -	\$ -
522.30.43.0001 Travel	\$ 613	\$ -	\$ -	\$ -	\$ -
522.30.49.0001 Public Education	\$ 3,193	\$ 3,062	\$ 4,898	\$ 8,158	\$ 5,221
522.30.49.0002 Supplies	\$ 536	\$ -	\$ -	\$ -	\$ 380
522.45.43.0001 Travel	\$ 18,643	\$ 12,372	\$ 25,570	\$ 19,038	\$ 27,209
522.45.49.0001 Training Services	\$ 18,344	\$ 9,156	\$ 19,017	\$ 22,510	\$ 23,950
522.50.47.0001 Electricity	\$ 16,460	\$ 19,792	\$ 20,859	\$ 21,362	\$ 22,169
522.50.47.0002 Water	\$ 652	\$ 655	\$ 649	\$ 652	\$ 785
522.50.47.0003 Garbage	\$ 4,153	\$ 4,784	\$ 4,411	\$ 5,408	\$ 6,822
522.50.47.0004 Alarm Systems	\$ 2,056	\$ 1,904	\$ 1,936	\$ 1,942	\$ 1,990
522.50.48.0001 Mechanical Services	\$ 7,928	\$ 11,465	\$ 3,281	\$ 7,266	\$ 15,289
522.50.48.0002 Fire Equipment Repairs	\$ 6,649	\$ 7,195	\$ 6,547	\$ 7,342	\$ 9,057
522.50.48.0003 PPE/SCBA Repair	\$ 1,139	\$ 3,716	\$ 6,176	\$ 11,346	\$ 8,305
522.50.48.0004 Radio Repair	\$ 13,097	\$ -	\$ -	\$ 6,133	\$ 317
522.50.48.0005 Facility Maintenance	\$ 28,385	\$ 64,325	\$ 63,003	\$ 24,520	\$ 25,975
Total - Charges for Services	\$ 234,833	\$ 254,066	\$ 278,876	\$ 278,323	\$ 287,161
50 Intergovernmental					
522.10.51.0000 Elections	\$ -	\$ 2,268	\$ -	\$ -	\$ 3,793
522.20.50.0001 Sheriff Dispatch	\$ 14,628	\$ 11,968	\$ 11,067	\$ 13,065	\$ 15,246
Total - Intergovernmental	\$ 14,628	\$ 14,236	\$ 11,067	\$ 13,065	\$ 19,039

Account Number	2014 Actuals	2015 Actuals	2016 Actuals	2017 Actuals	2018 Actuals
60 Capital Outlays					
594.22.64.0000 Capital Equipment	\$ 13,946	\$ -	\$ -	\$ -	\$ 94,069
594.22.64.0001 Office Furniture	\$ 2,520	\$ 4,804	\$ 3,812	\$ 20,478	\$ 2,163
594.22.64.0002 Office Equipment	\$ 259	\$ 5,284	\$ 2,845	\$ 344	\$ 2,400
594.22.64.0003 Software	\$ 3,718	\$ 3,246	\$ 5,774	\$ 735	\$ 716
594.22.64.0004 Firefighter Equipment	\$ 37,466	\$ 12,493	\$ 30,206	\$ 49,448	\$ 13,025
594.22.64.0005 Fire Hydrants	\$ -	\$ -	\$ 8,043	\$ -	\$ 13,513
594.22.64.0006 Communications Equipment	\$ 21,931	\$ 4,185	\$ 2,218	\$ 9,327	\$ 5,767
Total - Capital Outlays	\$ 79,840	\$ 30,012	\$ 52,898	\$ 80,332	\$ 131,653
80 Debt Service: Interest and Related Costs					
Total - Debt Service: Interest and Related Costs		\$ -	\$ -	\$ -	
Total - Fire #3 General	\$ 1,727,849	\$1,642,491	\$1,624,005	\$1,844,242	\$ 2,120,653