



Oregon

W. T. A.
Lane County Local Government Boundary Commission

99 East Broadway

Suite 400

Eugene, OR 97401-3111

(541) 682-4425

FAX (541) 682-2635

January 12, 2004

JAN 19 2004

TO: Bill Van Vactor, Lane County Administrator

FROM: Paula Taylor, Executive Officer

SUBJECT: F WK 04 - 09

Annexation of Territory to the Willakenzie Rural Fire Protection District (City of Springfield)

The subject annexation has been filed with the Lane County Local Government Boundary Commission (Boundary Commission) and has been set for public hearing on February 5, 2004, 7:00 p.m., in the Eugene City Hall Council Chamber, 777 Pearl Street, Eugene. This annexation request, if approved, would annex the entirety of the City of Springfield as it existed on December 1, 2003, to the Willakenzie Rural Fire Protection District (RFPD). The proposed annexation was initiated by Willakenzie RFPD Board of Directors resolution on December 1, 2003, and was filed with the Boundary Commission by the filing deadline for the February public hearing.

The proposed annexation is located wholly within the jurisdiction of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). As part of the annexation application, the City of Springfield submitted a statement of consistency with the Metro Plan which is attached. Any comments that Lane County has regarding the consistency statement would be appreciated.

The Boundary Commission law and administrative rules direct it to consider the impacts of a boundary change on other units of governments. If this annexation is approved, an additional taxing district will have authority to tax properties located within the City of Springfield, along with all of the existing general government taxing districts. If Lane County has concerns or comments about the financial impacts on the County, please include them for the Boundary Commission's consideration.

If there are other concerns or comments that Lane County would like the Boundary Commission to consider, please provide them in writing by January 23, 2004. For your information, the Boundary Commission's regular referral requests have been sent to the Lane County commissioners, Lane County Land Management Division, and Lane County Environmental Health Division.

Attachment

cc: Kent Howe, Lane County Land Management Division

pt:LCBC:LCOG: L:\BC\REFERRAL\FWK0409 BYANVACTOR.DOC
Last Saved: January 13, 2004



**99 East Broadway, Suite 400
Eugene, Oregon 97401-3111
Telephone: (541) 682-4425**

(please route)

Lane County:	Lane Council of Governments:
<input checked="" type="checkbox"/> Land Management Division	
<input checked="" type="checkbox"/> Environmental Health Division	
(George Ehlers)	Other:



Meeting Date:	FEBRUARY 5, 2004	Time: 7:00 p.m.
Location:	EUGENE COUNCIL CHAMBER (777 Pearl Street)	

PLEASE RETURN COMMENTS BY 1/23/04

WILLAKENZIE RURAL FIRE PROTECTION DISTRICT

DECEMBER 1, 2003

RESOLUTION NO. 031201

A Resolution furthering annexation to the Willakenzie Rural Fire Protection District ("District") of the territory legally described as follows:

See attached legal descriptions marked Exhibit A

WHEREAS, the District Board of Directors ("Board") is authorized by ORS 199.490(1)(a) to initiate a minor boundary change by resolution as an affected district; and

WHEREAS, the Board has received a Resolution from the City of Springfield ("City") supporting and consenting to the proposed annexation of all its territory to the District; and

WHEREAS, the annexation will foster intergovernmental cooperative efforts to minimize duplication, maximize sharing, provide economy based on scale in the delivery of fire and emergency services; and

WHEREAS, the Board finds that the proposed annexation is in the best interests of the electors of the District.

NOW THEREFORE THE WILLAKENZIE RURAL FIRE PROTECTION DISTRICT DOES RESOLVE AS FOLLOWS:

Section 1. The Board hereby approves the proposed annexation with the boundaries described in the legal descriptions attached hereto as Exhibit A and depicted on the map attached hereto as Exhibit B which displays the affected territory to be annexed and its physical relationship to the present District boundaries.

Section 2. The District Secretary is hereby directed to complete the initiation of the proposed annexation by filing this Resolution with the Lane County Boundary Commission and requesting that the Lane County Boundary Commission approve the proposed annexation.

Section 3. This Resolution is contingent upon the execution of an Intergovernmental Agreement between the City and the District regarding the transition of Fire and Life Safety Services from the City to the District which shall be the subject of a public hearing and Board review on _____, 2003, prior to the Lane County Boundary Commission hearing on the boundary change request.

ADOPTED by Willakenzie Rural Fire Protection District Board of Directors this 1st day of

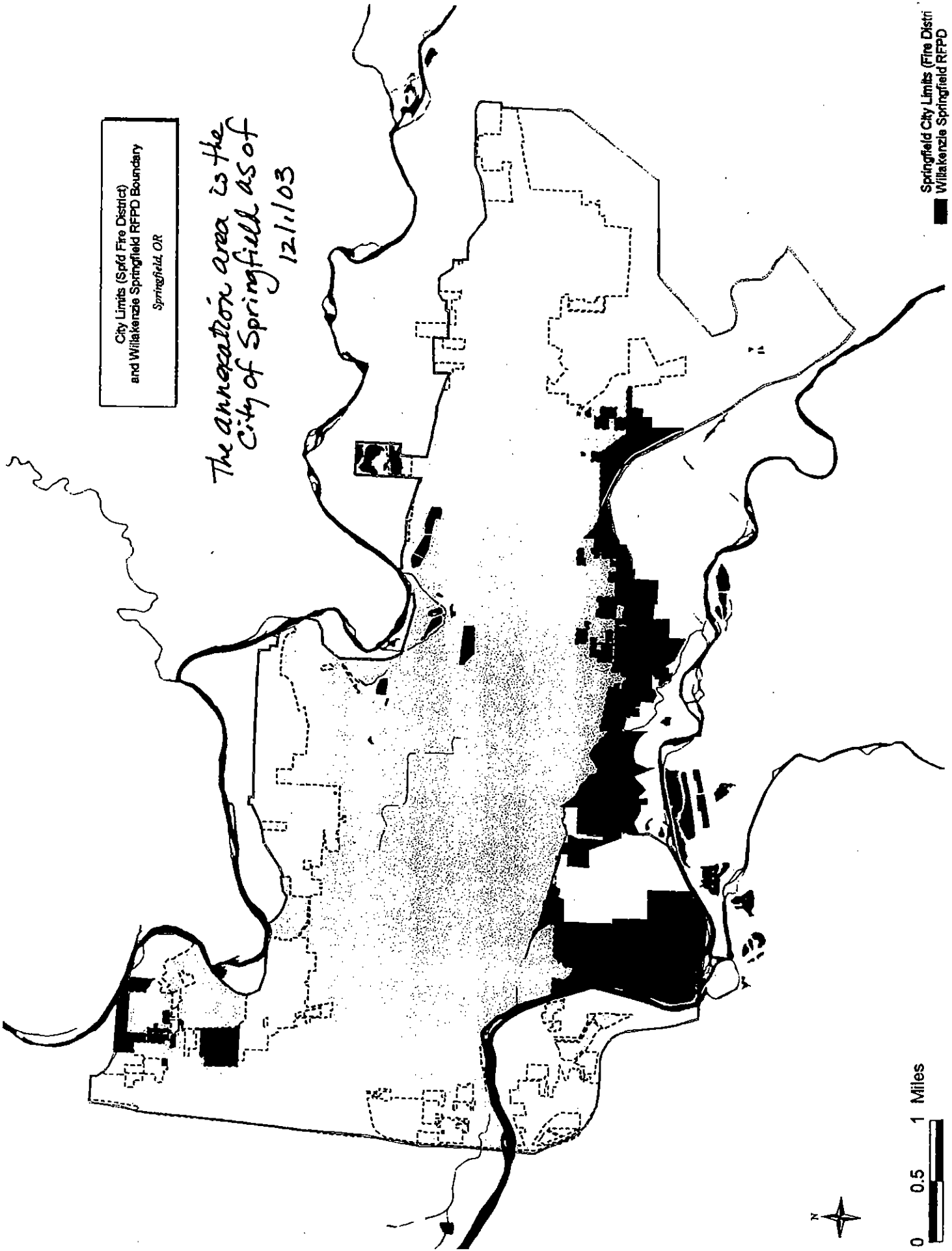
December, 2003, by a vote of 5 for and 0 against.

WILLAKENZIE RURAL FIRE
PROTECTION DISTRICT

By: Ray Hazland
District Secretary

EXHIBIT A

The City of Springfield in Lane County, Oregon as of December 01, 2003



City Limits (Spfld Fire District)
and Willakenzie Springfield RFPD Boundary
Springfield, OR

The annexation area is the
City of Springfield as of
12.1.103

Springfield City Limits (Fire District)
Willakenzie Springfield RFPD

0 0.5 1 Miles

LCLGBC FORM #4

INFORMATION FORM

LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION

99 East Broadway, Suite 400
Eugene, Oregon 97401-3111
541-682-4425

Willakenzie Rural Fire Protection District
C/O Steve Cornacchia

Attorney for Willakenzie Rural Fire Protection District
(Petitioner's Name)

P.O. Box 1475
(Address)

Eugene, Oregon
(City)

97440
(Zip)

547-686-8511
(Phone)

Scornacchia@hershnerhunter.com
(E-mail)

The attached petition is for annexation to the Willakenzie Rural Fire Protection District ("District") of all incorporated territory within the City of Springfield as of December 1, 2003. It is anticipated that all annexations to the City of Springfield occurring after December 1, 2003 will also be annexed to the District upon petition by District.

The District and City are completing the negotiating of an Intergovernmental Agreement regarding annexation which will receive a public hearing by both City and District on January 12, 2004. That agreement will be contingent on approval of this annexation by the Boundary Commission will be available for review by the Boundary Commission.

Please supply the following information regarding the subject area.

Description: The area proposed for annexation includes all incorporated territory with the City of Springfield as of December 1, 2003 located in parts of Sections 2, 3, 4, 5, 6 Township 18S R2W WM: Section 1, 2, 3, 4, Township 18S R3W WM; Section 19, 20, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, Township 17S R2W WM: Section 14, 15, 22, 23, 24, 25, 26, 27, 28, 33, 34, 35, 36, Township 17S R3W WM.

Estimated Population (at present): 54,300 ±

Number of Existing Residential Units: 23,000 ±

Land Area: 15.069 square miles, 9,640 ± acres

Existing Zoning: Low Density Residential (LDR); Medium Density Residential (MDR); High Density Residential (HDR); Neighborhood Commercial (CN); Community Commercial (CC); Major Retail Commercial (MRC); Campus Industrial (CI); Light-Medium Industrial (LMI); Heavy Industrial (HI); Special Heavy Industrial (SHI); Booth-Kelly Mixed-Use District (BKMU); Mixed-Use Commercial (MUC); Mixed-Use

Residential (MUR); Mixed-Use Employment (MUE); Medical Services District (MS); Public Land and Open Space (PLO); Quarry and Mine Operations (QMO); Willamette Greenway Overlay (WG); Hillside Development Overlay (HD); Floodplain Overlay (FP); Hospital Support Overlay (HS); Historic Overlay District.

Existing Use(s): Residential, Commercial, Industrial, Park and Open Space, Government and Education, Public Utilities, Quarries, Vacant Land.

Existing Public Services Within the Proposed Annexation Area: City Police, Fire and Life Safety, Public Works (Roads, Stormwater and Wastewater), Planning, Building, and Library Services; Willamalane Park and Recreation Districts (Parks); School Districts 19 and 4J; Springfield Utility Board (Water and Electricity); Emerald People's Utility District (Electricity), Eugene Water and Electric Board (Electricity), Lane County (Roads), Metropolitan Wastewater Management Commission (Sanitary Sewer), State of Oregon (ODOT, Roads), Fiber-Optic Telecommunications (Various); Cellular and Broadband Communications (Various); and Natural Gas (Various).

Is the area within a Domestic Water Supply District? Served by Springfield Utility Board.

Is the area within a Rural Fire Protection District? No.

Existing Entities Providing Fire and Life Safety Services Within Springfield's Urban Growth Boundary: Willakenzie Rural Fire Protection District, Rainbow Water and Fire District, and Glenwood Water District. The three Districts each contract for Fire and Life Safety Services with the City of Springfield. The service is delivered by the Springfield Fire and Life Safety. Also providing services are McKenzie Fire and Rescue District and Pleasant Hill Fire District.

Annexation to Cities or Water Districts Only

- A. If the property is entirely or substantially undeveloped, what are the plans for future development? (Be specific—if site or development plans have been prepared, please submit a copy)

NO

- B. Can the proposed development be achieved under current county zoning? Not Applicable
Yes _____ No _____

If no, has a zone change been sought either formally or informally for the property under consideration? Yes _____ No _____ Not Applicable

Please describe the outcome of the zone change if answer to the preceding question is "yes."

Not Applicable

All Proposals

- A. Does this proposal include all contiguous property under the same ownership? Not Applicable

_____ If not, are you in the process of a major _____ or minor _____ partition?
_____ No

If you are not in the process of a subdivision, please state your reasons for not including the entire ownership.

Not Applicable

- B. Please provide the reasons why the proposed boundary change should be made. Please be very specific. Attach additional page if necessary.

See attached Exhibits:

- A. Resolution of City of Springfield
- B. City of Springfield Fire District Annexation Statement of Goals to Provide Responsive, Efficient, and Economical Delivery of Fire and Life Safety Services.
- C. Applicable Criteria for Evaluation of Petition Established by Oregon Revised Statute Legislative Framework
- D. The Case for Annexation under Eugene Springfield Metropolitan Area General Plan (acknowledged April 1982, updated 1987; currently completing Periodic Review)

Names of Persons to Whom Staff Notes and Notices Shall be Sent:

Steve Cornacchia
Attorney for Willakenzie Rural Fire
Protection District
P.O. Box 1475
Eugene, OR 97440

Bill Grile
Development Services Director
City of Springfield
225 5th Street
Springfield, OR 97477

Greg Mott, Planning Manager
City of Springfield
225 5th Street
Springfield, OR 97477

Joe Leahy, City Attorney
City of Springfield
223 A Street, Suite D
Springfield, OR 97477

N:\City\Fire\FormationofFireDistrict\FORM4FilledOut.doc

A RESOLUTION SUPPORTING AND CONSENTING TO THE ANNEXATION OF ALL TERRITORY WITHIN THE CITY LIMITS BY THE WILLAKENZIE RURAL FIRE PROTECTION DISTRICT AND REQUESTING THAT THE LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION APPROVE THE ANNEXATION, AND REQUESTING THAT THE ANNEXATION REVIEW BY THE BOUNDARY COMMISSION OCCUR DURING A PUBLIC HEARING.

WHEREAS, Willakenzie Rural Fire Protection District has proposed pursuant ORS 199.490(1)(a)(B) to initiate annexation of all territory within the City of Springfield, and

WHEREAS, the City of Springfield supports and consents to the proposed annexation of all territory within the City of Springfield by the Willakenzie Rural Fire Protection District, and

WHEREAS, The annexation will foster intergovernmental cooperative efforts to minimize duplication, maximize sharing, provide economy based on sale in the delivery of fire and emergency services, and

WHEREAS, such annexation is in conformance with the Eugene Springfield Metropolitan Area Comprehensive Plan, ORS 199 and Oregon Administrative Rule 199 Division 030.

NOW THEREFORE THE CITY OF SPRINGFIELD DOES RESOLVE AS FOLLOWS:

Section 1: The Common Council of the City of Springfield does hereby support and consent to the annexation of the territory within the City Limits to Willakenzie Rural Fire Protection District.

Section 2: The Council further requests that the Lane County Local Government Boundary Commission approve the annexation after conducting a public hearing.

Section 3: This Resolution is based upon the assumption that City staff has or will reach agreement with the Willakenzie Rural Fire Protection District for the transition of Fire and Ambulance Protection Services to Willakenzie Rural Fire Protection District that is satisfactory to the Common Council, and that such agreement shall be embodied in an Intergovernmental Agreement between the City of Springfield and Willakenzie Rural Fire Protection District which shall be the subject of a public hearing and Council review on January 12, 2004, prior to the Boundary Commission Public Hearing on the annexation request.

Section 4: This Resolution shall take effect upon adoption by the Council and approval by the Mayor.

ADOPTED by the Common Council of the City of Springfield this 8th day of December 2003, by a vote of 4 for and 2 against.

APPROVED by the Mayor of the City of Springfield this 8th day of December, 2003.

ATTEST

City Recorder

Amy Sowa

Mayor

REVIEWED & APPROVED
AS TO FORM

Joseph J. Leathy

DATE: 12-3-2003

OFFICE OF CITY ATTORNEY

City of Springfield, Oregon

CERTIFIED TRUE COPY

Amy Sowa

EXHIBIT "B"

CITY OF SPRINGFIELD FIRE DISTRICT ANNEXATION STATEMENT OF GOALS TO PROVIDE RESPONSIVE, EFFICIENT, AND ECONOMICAL DELIVERY OF FIRE AND LIFE SAFETY SERVICES

The City of Springfield has invested over two years in studying the concept of annexation of fire and life safety services to Willakenzie Fire District. During this time, the City employed the services of a national expert consulting firm, specializing in fire districts. A copy of the Strategic Plan and Financial Data prepared by Emergency Consulting Services, Inc. is attached. Following the study, Springfield's Mayor formed a Blue Ribbon Panel consisting of 13 citizens and two City Council representatives. Citizen members included representatives of the Springfield Chamber of Commerce, Springfield Budget Committee, Springfield Schools, Glenwood & Rainbow Water Districts, Springfield Senior Forum, League of Women Voters, McKenzie-Willamette and Sacred Heart Hospitals, and Neighborhood Watch. The group spent several months studying the issue and unanimously recommended proceeding with annexation. Subsequently, the City Council and Board of Willakenzie Fire District passed resolutions in support of the annexation.

The International Association of Firefighters (IAFF) also recommended annexation as a way to ensure stability in the delivery of fire and life safety service throughout the Springfield area. Jeff Kronser, representing the Springfield Professional Fire Fighters Union strongly supported the annexation before the City Council on Monday, December 8, 2003, stating:

"The citizens of the community recognize the value of these services and understand the city will need continued support even if another entity is providing their fire protection. The city leadership has a solid and lengthy record of fiscal conservancy and any use of freed up taxing authority without citizen involvement is very unlikely. The advantages of merging with the fire district include the provision of stable funding, the ability of the emergency services to expand as the community grows and the increased efficiency as multiple jurisdictions combine into one. The comments by the community during that campaign (2002 Fire Levy) sent a clear message the citizens of Springfield want the fire engine staffed and would pay to have it done. A merger with Willakenzie Fire District would give stable funding without having to go to voters every four years. As our community grows, our emergency and fire protection services will have to expand to provide the same high quality service to all citizens. A fire district would be in a better position to keep pace with these demands and could operate more economically. Several other districts have shown interest in merging into this expanded district. . . . An independent consultant and the Mayor's Blue Ribbon Panel concluded that a significant potential for long-term cost savings existed should a regional fire district become a reality."

Assistant City Manager, Cynthia Pappas, at a City Council meeting on Monday, November 17, 2003, noted that:

"Annexation presents a viable option for providing stable, efficient and effective long-term service delivery of fire and life safety services. Once this first phase occurs, there is likelihood that several other districts (Rainbow, Glenwood, and other nearby rural fire districts) would merge with the WFD, providing further cost

and service efficiencies. Ultimately, Eugene may choose to annex their fire and life safety department to Willakenzie, further consolidating services, which would result in cost savings throughout the metropolitan area.

Benefits to the city include the ability to absorb the temporary (4-year) police services levy with money saved from transferring the General Fund expense for fire operations to WFD, while simultaneously making it possible for the district to absorb the fire levy within their permanent tax rate. The result would serve to stabilize basic levels of police and fire protection for the Springfield tax payer."

Following are the goals of fire district annexation:

- **Service** – Provide a long-term solution to replace temporary fire and police operation levies and new options to support other important city services.

Due to previous effects of tax limitations, 9 positions were cut from the Fire and Life Safety budget, a large portion of the fire and police departments are sustained by a temporary local option levy, approved in November 2002. By annexing to a fire district, these levies can be absorbed within the permanent taxing authority of the City and fire district without raising the tax rate for these services above the current level and without experiencing compression under the \$10 cap for general purpose governments under state ballot Measure 5. This permanent, dedicated revenue base for Fire and Life Safety would never be at risk from other departments of the City competing for budget dollars. This revenue's certainty would result in predictable, permanent service levels that would avoid the possibility of sudden interruption of emergency services, i.e., such as police services.

New options would also be available for funding other essential services such as library, public works, and development services to maintain a minimum acceptable level of service. Police headquarters and communications center are well past their effective life spans and are in serious need of replacement. The City Council, after hearing from city residents, could use some of the remaining taxing authority to fund these services and facilities. Several other Oregon cities, including two in Lane County, have successfully employed this model of service delivery and budget management for the benefit of its citizens.

Without fire district annexation, these options will not be available to the City Council as they attempt to stabilize services provided for in the City's General Fund and expected by its citizens. The combination of a cap on property tax growth, a poor state economy, stagnation in assessed value of the City, and an increase in demand for service has resulted in the City utilizing money from its reserve funds in each of the past five years. Use of reserves is no longer sustainable and an additional shortfall of \$1 million is projected as early as FY 04-05. Reductions of this magnitude will affect all departments, including public safety as well as the ability to work cooperatively with other public and private partners. It is anticipated that no single option will provide the sole solution necessary for the stability in services being sought, but having the ability to work from parts of several viable options will result in the City being better able to address the needs expressed by citizens for providing basic services and services necessary to comply with state and federal mandates.

- **Economy** – Eliminate unnecessary and costly duplication of services through consolidation of operations between agencies.

Experience with fire district operations elsewhere in-state indicate that over time, fire districts tend to develop greater economy and service levels by consolidating with other surrounding jurisdictions to avoid duplication and eliminate concerns over competing interests across multiple boundaries. Annexation of City of Springfield territories to an existing fire district works well within the tax limitations of state ballot Measure 5 and Measure 50 without resulting in compression in the short-term.

Of the 312 government fire departments in Oregon, 203 are fire districts. Of the 239 cities in Oregon, 130 are served by fire districts. Nineteen of 23 fire departments in Lane County are fire districts. Of the 12 cities in Lane County, 8 are district operated, 4 are city operated of which 3 are currently studying district options.

Areas of duplication that could be eliminated include:

- *Fire stations*
- *Apparatus*
- *Equipment*
- *Utility costs*
- *Maintenance*
- *Insurance*
- *Personnel*
- *Payment/Accounting*

Cost reduction can be achieved by centralized, single-source administration directing all elements of this service. In other words, through consolidation of existing fire districts, you can maximize resources so the majority of resources are being spent on providing service in the field.

With annexation of Springfield Fire and Life Safety to WFD and ultimately aggregating many other smaller districts into WFD, station locations can be based on need, rather than artificial political boundaries, specialty teams can be formed to address identified areas of need and depth of service can be achieved. A larger district has the ability to absorb a financial crisis, prepare long-term facilities plans, and respond to large-scale emergencies through strategic deployment of rolling stock, personnel, and consolidated protocols.

- **Equity** – Service, costs, and elected representation are shared equally by residents inside and outside the city.

Springfield and surrounding urban growth areas have become a "patchwork quilt" of multi-jurisdictional mini-systems for fire and life safety services. Most of these jurisdictions were created for purposes other than fire protection but through necessity have appended this service through complex revocable contracts with the City. Each jurisdiction has a different service level, different tax rates, and different elected representation. Fire districts form a single entity that is more suited to provide stable, efficient, and effective long-term service delivery to multiple jurisdictions across traditional boundaries, eliminating disagreements over competing interests. There are many examples of this throughout Oregon. There are many fire districts operating in

proximity to Springfield – Pleasant Hill, Mohawk, McKenzie, Lowell – all of which could ultimately be consolidated into the Willakenzie Fire District, resulting in economies of scale in the areas of training, equipment purchase, purchase of rolling stock, strategic long-term planning, etc. The chair of the Rainbow Water District has indicated interest in annexing to the Willakenzie Fire District, once annexation of the Springfield Fire and Life Safety Department is complete.

- **Reliability** – Fire districts have a proven track record of success. Over 60% of Oregon fire departments are fire districts. Springfield is accustomed to being served by districts including Willamalane Park and Recreation, Springfield Public Schools, and Springfield Utility Board, created by the Springfield Charter and governed by a separate Board of Directors. These services have been provided to the cities of Springfield and the urban transition area in an efficient and democratic process for over 50 years.

One of the nation's leading fire district consultants is located in the Portland area and was contracted to assist the city in the fire district study. The city learned that successful fire district programs were operating in the tri-county area around Portland in cities such as Beaverton and in most areas of Lane County. Junction City and Cottage Grove have recently annexed to fire districts and many other cities are considering fire district annexation. In most if not all cases of fire district formation, the principle motivation for this model of service delivery has been efficiency through consolidation and dedicated, reliable funding.

EXHIBIT "C"

Applicable Criteria for Evaluation of Petition Criteria Established by

Oregon Revised Statute Legislative Framework and

Policies of the Boundary Commission

A. OREGON REVISED STATUTES:

ORS 199.410 "Policy" (1) states that fragmentation of public services results in duplication of services and resistance to cooperation and is a barrier to planning implementation. Such duplication and resistance to cooperation limits the orderly development and growth of Oregon's urban areas to the detriment of its citizens.

The meaning of the term "fragmentation of services" without giving it broader context provided by other sections of ORS, may be too easily applied to this proposal and thereby color any subsequent explanations with the same dismissive brush. A service district, whether newly formed (ORS 198), newly consolidated, (ORS 198), or newly utilized (ORS 190), does not result in, or provide the genesis for, "fragmentation of services." On the contrary, a local government's reliance on a "district" to provide services otherwise provided by local government, is explicitly contemplated and endorsed by ORS 190.007: "Policy; construction. In the interest of furthering economy and efficiency in local government, intergovernmental cooperation is declared a matter of statewide concern. The provisions of ORS 190.003 to 190.130 shall be liberally construed."

Allowance of this annexation is consistent with the sound planning and actual experience with contract services for the delivery of Fire and Life Safety Services within the Springfield Urban Growth Boundary. A City of Springfield Fire and Life Safety Fire District Study prepared for the City of Springfield by Emergency Service Consulting, Inc., copy attached, noted that currently police and fire services are dependent on a temporary (four-year) levy to maintain the minimum necessary funding for basic service levels. Through General Fund savings to the City resulting from annexation to a fire district, the City could choose to absorb the police levy as a permanent part of the City budget. The primary benefit to citizens living in Willakenzie Rural Fire District and Rainbow and Glenwood Water Districts would likewise be the ability to absorb the fire levy in their permanent tax rate and to pay the same rate for fire and life safety services as City residents and have a direct voice in the governance of a fire district. As a result of annexation to the fire district, both District and City residents would also benefit from long-term stable funding for a basic level of fire and life safety operations. See also discussion in Exhibit B.

In addition, based on the experience of several fire district merger and consolidation efforts around the state, it is reasonable to expect that the creation of a fire district in the metropolitan area could lead to significant long-term savings as other fire departments consider joining with Willakenzie. Such was the case in the recent approval by the Lane County Boundary Commission of the merger between Creswell and Cottage Grove Fire Departments into a combined South Lane Fire District. As a result, the City of Cottage Grove and Creswell now receive service from South Lane Fire District. In Lane County, all cities except for Springfield, Eugene, and Oakridge/Westfir now receive fire and life safety services through a fire district. In

Oakridge and Westfir, there is ongoing discussion of the option of fire district operation with the newly formed Hazeldell Fire District. Fire district operation of fire and life safety services is now the most common method used to deliver these services in the state.

The current delivery of Fire and Life Safety Services in Springfield's urban transition area is through contract with Willakenzie Rural Fire Protection District, Rainbow Water and Fire District, and Glenwood Water District. Payment and/or assessment and collection varies with each district, and, of course, each district has its own board and officers who negotiate with the city for these services. This annexation would eliminate duplication by vesting the service in one provider with sufficient long-term stable funding for an adequate level of Fire and Life Safety Service. See also discussion in Exhibit B.

ORS 199.410 "Policy" (1)(b) recognizes that the programs and growth of one unit of local government affect not only that unit but also the activities and programs of a variety of other units.

By vesting the provision of Fire and Life Safety Services within the Springfield Urban Growth Boundary in the Willakenzie Rural Fire Protection District provision occurs for long-term, stable funding for a basic level of Fire and Life Safety operations, and enables the City of Springfield to focus on and provide for the delivery of other governmental services. In fact, it enhances the ability of the City of Springfield to provide the remaining governmental services. See also discussion in Exhibit B.

ORS 199.410 "Policy" (1)(c) specifies a state policy assuring orderly determination and adjustment of local government boundaries best meets the needs of the people.

The City of Springfield Common Council and the Willakenzie Rural Fire Protection District have determined that stable funding of Fire and Life Safety Services is more likely through dedicated revenue of the district, and therefore long-term strategies can be developed with certainty of that implementation. The proposed adjustment of the Willakenzie Rural Fire Protection District boundaries to include the City of Springfield would best meet the needs of the people. See also discussion under Exhibit B.

ORS 199.410 "Policy" (1)(d) references the local Comprehensive Plan, in this case the Eugene Springfield Metropolitan Area Comprehensive Plan.

Compliance with the requirements of the Eugene Springfield Metropolitan Area Comprehensive Plan are addressed in Exhibit D.

ORS 199.410 "Policy" (1)(e) states that when areas become urbanized and require the full range of community services, priorities are required regarding the type and levels of services that the residents need and desire. Community service priorities are to be established by weighing total service needs against the total financial resources available for securing services. Service priorities are required to reflect local circumstances and limited financial resources.

The City of Springfield has addressed community service priorities and total financial resources available for securing public services. A Blue Ribbon Panel was appointed by the City of Springfield for the purpose of advising the City Council in areas regarding the annexation of Springfield Fire and Life Safety to the Willakenzie Rural Fire Protection District. The City

Council of the City of Springfield reviewed the Fire and Life Safety Strategic Plan and Financial Data prepared by Emergency Services Consulting, Inc. A copy of that Strategic Plan and Financial Data is attached. See also discussion in Exhibit B.

A discussion of the financial resources of the City of Springfield necessary to sustain adequate Fire and Life Safety Services is set forth in Exhibit B and in the Fire and Life Safety Strategic Plan and Financial Data Study. These documents demonstrate that the best hope for maintaining the community service priority of Fire and Life Safety as well as the delivery of other public services is represented by the union's funding opportunities that result from the proposed annexation.

ORS 199.410 "Policy"(2) directs the Boundary Commission to establish policies and exercise powers in order to create a governmental structure that promotes efficiency and economy in providing public services.

Approval of this annexation promotes efficiency and economy in providing necessary services. One Fire District with the authority to provide Fire and Life Safety Services will lead to long-term savings. The Boundary Commission has recognized these long-term savings in approving the merger between Creswell and Cottage Grove Fire Departments into a combined South Lane Fire District. In Lane County all cities except for Springfield, Eugene, and Oakridge/Westfir now receive Fire and Life Safety Services through a Fire District. In Oakridge and Westfir there remains an ongoing discussion regarding the option of Fire District operation with the newly formed Hazeldell Fire District. The delivery of Fire and Life Safety Services through a Fire District composed of unified jurisdictions is now the most common method used to deliver Fire and Life Safety Services in Oregon. See also discussion under Exhibit B.

ORS 199.410 "Policy"(3)(a) states the purpose of the Boundary Commission is to prevent illogical extensions of local government boundaries and to encourage the reorganization of overlapping governmental agencies.

Approval of this annexation will result in one provider of Fire and Life Safety Services in the territory of the Willakenzie Rural Fire Protection District and in the City of Springfield. It eliminates administrative duplication. Please see the discussion regarding ORS 199.410 "Policy" (2) above and also in Exhibit B. In addition, this annexation does not change the boundaries of the city and does join the various designated pieces of Willakenzie Rural Fire Protection District into a single entity.

ORS 199.410 "Policy" (3)(b) specifies the purpose of the Boundary Commission is to "assure adequate quality and quantity of public service and the financial integrity of each unit of local government."

This annexation petition is for that precise purpose, to assure adequate quality and quantity in the delivery of Fire and Life Safety Services by Willakenzie Rural Fire Protection District to the residents of the district and the citizens of the City of Springfield. Approval of the annexation will maintain the quality and quantity of other public services provided by the City of Springfield and the financial integrity of both the Willakenzie Rural Fire Protection District and the City of Springfield. See also discussion in Exhibit B.

ORS 199.410 "Policy" (3)(d) provides that the Boundary Commission is to consider the Metropolitan Area Comprehensive Plan in making its decision.

For the reasons set forth in Exhibit D, the decision approving the petition for annexation is consistent with the Metropolitan Area Comprehensive Plan.

ORS 199.410 "Policy" (3)(e) calls for a reduction in the fragmented approach to service delivery by encouraging single agency service delivery over service delivery by several agencies.

This annexation will vest all Fire and Life Safety Services with Willakenzie Rural Fire Protection District and thereby make Willakenzie Rural Fire Protection District the sole provider/contractor of fire services within Springfield's Urban Growth Boundary.

BOUNDARY COMMISSION POLICIES:

Pursuant to ORS 192.452 "Adoption of Rules," the Boundary Commission has provided a "Synopsis of the Boundary Commission Statutes. The underlying "Purposes of the Commission" are as follows:

1. Guiding the creation and growth of cities and special districts.

Approval of this annexation vests authority for the delivery of Fire and Life Safety Services within the Springfield Urban Growth Boundary within the Springfield city limits in one sole existing entity, Willakenzie Rural Fire Protection District. Pursuant to the provisions of ORS 190, Willakenzie Rural Fire Protection District and the City have prepared and consented to an Intergovernmental Agreement that specifies, among other provisions, that annexation to the City of Springfield automatically includes annexation into Willakenzie Rural Fire Protection District if that property is not currently within the boundaries of Willakenzie Rural Fire Protection District. It provides for a basic level of Fire and Life Safety operations for the residents of the City that would be included within the territory of the District. It permits the City to further grow and provides adequate funding to the remaining services delivered by the City. See also discussion in Exhibit B.

2. Preventing illogical extensions of local government boundaries.

The City of Springfield and Willakenzie Rural Fire Protection District has presented the Boundary Commission with a petition. The petition allows Willakenzie Rural Fire Protection District to grow in territory and the provision of services to maintain and enhance Fire and Life Safety Protection for the residents of the District and the residents of the City of Springfield. There is no illogical extension of City of Springfield boundary; it remains the same. Annexation to Willakenzie Rural Fire Protection District does not constitute or obligate annexation to the City; however, annexation to the City does result in concurrent annexation to Willakenzie Rural Fire Protection District.

3. Assuring adequate quantity and quality of public services and the financial integrity of each unit of local government.

The reason for this annexation is to assure the adequate quantity and quality of Fire and Life Safety Services to the residents of the District and the residents of the City of Springfield; and, it assures the financial integrity of both the District and the City of Springfield. See also discussion in Exhibit B.

In the "Synopsis, Standards of Review" certain Standards of Review are articulated. These are as follows:

1. Provide an impartial forum for resolution of local jurisdictional questions. Consider the effects of the boundary change on other units of government. ORS 199.410(1)(b) and 199.410(3)(c)

and;

2. Consider the orderly determination and adjustment of local government boundaries to best meet the needs of Lane County and Oregon. Consider alternative solutions where intergovernmental options are identified and make decisions based on the most effective long-range option among identified alternatives. ORS 199.410(1), 199.410(2), and 199.410(3)(a).

This annexation will have no affect on other units of government other than positive. For the reasons set forth in Exhibit B it will enhance and maintain an adequate level of Fire and Life Safety Services and will permit the City of Springfield sufficient financial resources to maintain other public services. The adequate delivery of Fire and Life Safety Services is not only important to the residents of the City of Springfield but to residents of other jurisdictions. A special district such as Willakenzie Rural Fire Protection District provides a strong partner to address system wide needs for service delivery. Further, a financially viable Springfield with sufficient resources capable of being a strong partner in the Eugene/Springfield/Lane County jurisdictional area is of benefit to both Lane County and the City of Eugene by maintaining financial and human resources commitments concerning mutual aid, joint ventures, and metro partnerships objectives.

Currently police and fire services are dependent on a temporary (four-year) levy to maintain the minimum necessary funding for basic service levels. Through General Fund savings to the City resulting from annexation to a fire district, the City could choose to absorb the police levy as a permanent part of the City budget. The primary benefit to citizens living in Willakenzie Rural Fire District and Rainbow and Glenwood Water Districts would likewise be the ability to absorb the fire levy in their permanent tax rate and to pay the same rate for fire and life safety services as City residents and have a direct voice in the governance of a fire district. As a result of annexation to the fire district, both District and City residents would also benefit from long-term stable funding for a basic level of fire and life safety operations.

In addition, based on the experience of several fire district merger and consolidation efforts around the state, it is reasonable to expect that the creation of a fire district in the metropolitan area could lead to significant long-term savings as other fire departments consider joining with Willakenzie. Such was the case in the recent approval by the Lane County Boundary Commission of the merger between Creswell and Cottage Grove Fire

Departments into a combined South Lane Fire District. As a result, the City of Cottage Grove and Creswell now receive service from South Lane Fire District. In Lane County, all cities except for Springfield, Eugene, and Oakridge/Westfir now receive fire and life safety services through a fire district. In Oakridge and Westfir, there is ongoing discussion of the option of fire district operation with the newly formed Hazeldell Fire District. Fire district operation of fire and life safety services is now the most common method used to deliver these services in the state.

3. Make Boundary Commission determinations which are consistent with acknowledged local comprehensive plans. Assure an adequate quality and quantity of public services required in the Comprehensive Plan to meet existing and future growth. For major boundary change, there must be assurance that the proposed unit of government is financially viable. ORS 199.410(1)(d), 199.410(3)(b) and (d).

The financial viability of adequate Fire and Life Safety Services and the City of Springfield maintenance and delivery of other public service are the basic reasons for this annexation. See discussion in Exhibit B. Discussion of consistency with the Comprehensive Plan is set forth in Exhibit D.

4. Consider the Comprehensive Plan's economic, demographic, and sociological trends and projections and its environmental policies, pertinent to the proposal. ORS 199.410(3)(d) and 199.462(1).

The Master Plan has not undergone any recent update specifically intended to address sociological trends or projections. However, since 1995 the metro partners have been engaged in a number of update projects in response to state-mandated Periodic Review. In this context a new metro-wide residential lands inventory and policy document was completed; a new Goal 5 Natural Resources Inventory is nearly completed; a Commercial Lands Inventory and Policy document for Springfield was completed, a Public Facilities and Services Plan was completed; and a Transportation System Plan was completed. Each of these efforts (other than Goal 5) have been acknowledged by the state. The only common theme to these works is that financing remains as the most unpredictable component to implementation. Notwithstanding the other elements that influence inventory, demand and choice, the proposed annexation does confront financing this particular service with a sustainable option. A discussion of this Annexation Petition under the Comprehensive Plan is set forth in Exhibit D.

B. LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION POLICIES ARE CODIFIED UNDER OAR 191-030-0000.

OAR 191-030-0000(1) states the policy to reduce the fragmented approach to the provision of public service. The Commission's purpose is to simplify governmental structure. The Commission generally favors general-purpose governments over single service governments and special districts. There is a caveat to this policy, however, where the general-purpose government can provide service, the Commission is to favor public service by the government that can provide it rather than the creation of another unit of government.

In this particular petition, the City of Springfield has presented information that the ability of the City of Springfield to provide adequate delivery of other public services while still

providing Fire and Life Safety Service will be placed at peril if the petition is not approved. Further, the Commission is not being asked to create another unit of government, but simply transfer through the annexation process the single purpose of providing Fire and Life Safety Services to citizens of Springfield to a Special Service District, Willakenzie Rural Fire Protection District. There will be no proliferation of special districts. At the present time Willakenzie exists and its residents buy Fire and Life Safety Services from the City of Springfield. After approval of the petition, Willakenzie would continue to exist and the residents of Springfield would secure Fire and Life Safety Services from Willakenzie. As has been stated previously, it is anticipated that other districts will also annex to Willakenzie Rural Fire Protection District thereby "reducing" the number of agencies providing this service.

Policy 191-030-0000(2) states that it is the Commission's statutory direction to help create and guide the growth of a responsive, efficient, and economical governmental structure.

Approval of this annexation will answer the need for a responsive, efficient, and economical governmental structure by transferring the single purpose of providing Fire and Life Safety to an existing Special Service District, the Willakenzie Rural Fire Protection District. Such an approval is consistent with recent and growing experience of single purpose districts for the delivery service around the state of Oregon, and previous approvals by the Boundary Commission. This method of special service delivery has withstood the test of time for Springfield's residents with respect to electricity, water, parks and schools.

Regarding efficiency and economy, please refer to discussion in Exhibit B.

OAR 191-030-0000(3) states that the Commission's goal to act as a catalyst to bring about greater long-range planning and coordination of boundary change process.

Willakenzie Rural Fire Protection District and the City of Springfield ask the Commission to be a catalyst, to recognize the need for the residents of the District and the City to simplify and provide for the economical delivery of Fire and Life Safety Services by approving this petition for annexation. In addition, the proposed Intergovernmental Agreement includes provisions for concurrent City district annexations.

OAR 191-030-0020(1) provides that within the policy framework outlined in an acknowledged comprehensive plan, the Commission shall recognize cities as the logical providers of urban services for territory within acknowledged urban growth boundary.

This policy does not preclude or prohibit the Commission from, in certain appropriate circumstances, recognizing that special purpose districts such as Willakenzie Rural Fire Protection District may be more appropriate, as the logical provider of Fire and Life Safety Services. Although annexation to cities is a method preferred, there is no prohibition from vesting Fire and Life Safety Services in an existing Rural Fire Protection District. In fact, where the Commission is faced with questions of the financial viability of the adequacy of the delivery of the services and the financial viability of the City to deliver such services, it would seem that the delivery of services and the financial viability of the City must be the preferred alternative. Commission requirements stressing the need for financial viability and financial integrity of governmental entities are consistent with this interpretation.

Meaning may also be given to this OAR that it can be used as a conflict resolution tool. That is, to assist in the resolution of disputes between competing service providers. In this case no such dispute exists. The City and Willakenzie Rural Fire Protection District are not arguing about who retains/provides service jurisdiction upon annexation the way Springfield Utility Board and Rainbow may have disputed water provisions in the past. The City and Willakenzie Rural Fire Protection District are in agreement about who should, for purposes of economy, efficiency and sustainability, provide Fire and Life Safety Services within the Springfield Urban Growth Boundary.

OAR 191-030-0020(2) Annexation to cities shall be the method preferred and encouraged by the Commission for delivering urban services to urbanizable land.

This service is already provided to the urbanizable area through contract with the City. No new development rights are conferred without annexation to the City of Springfield.

OAR 191-030-0020(3) Commission decisions shall be guided by the ability to provide orderly and timely progression toward a defined service boundary rather than the shape and location of public service boundaries.

Approval of this annexation is an orderly and timely progression toward a defined service boundary that would be provided by this annexation. That defined service boundary for the delivery of Fire and Life Safety Services will be the Willakenzie Rural Fire Protection District which includes the City limits of Springfield in perpetuity.

OAR 191-030-0020(4) provides that the Commission shall consider the following standards and adopt findings that the standards have been met.

- (a) The Commission provides an impartial forum for resolution of local jurisdictional questions. In keeping with its role as an impartial forum, the Commission shall consider the affect of the boundary change on other units of government.

See Response to Standard of Review 2 on Page 5 of this Exhibit C.

- (b) In order to ensure orderly determination and adjustment of local government boundaries to best meet the needs of Lane County, the Commission shall consider alternative solutions where intergovernmental options are identified and make decisions based on the most effective long range option among identified alternatives.

The Commission is encouraged to consider an alternative solution that makes sense. Willakenzie Rural Fire Protection District and the City of Springfield have presented an alternative based on the analysis of their respective volunteer District Board members and City Councilors that vesting Fire and Life Safety Services in Willakenzie Rural Fire Protection District is the most effective and financially viable long-range option. It provides adequate fire services for the residents of the District and it provides financial resources necessary for the City to deliver other public services.

- (c) Consistent with acknowledged comprehensive plans and land use regulations and in order to promote orderly future development, the proposal must demonstrate that an adequate level of future and existing services and facilities are available or can be provided in a timely manner. An adequate level of services includes assurance that the quality and quantity of services can meet existing and future growth. For major boundary changes, there must be assurance that the proposed unit of government is financially viable.

Since both the City and Willakenzie Rural Fire Protection District are taxing districts based on assessed value, property that is annexed to the City (or District) becomes available for assessment. Annexation of the City into Willakenzie Rural Fire District will bring an additional assessed value of approximately \$2.7 billion into Willakenzie Rural Fire District. This is added to their existing assessed value of \$140 million collected at the current authorized maximum rate of \$3.06 per thousand. Subsequent annexation of land into the City for purposes of development will also add this new area for assessment with Willakenzie Rural Fire Protection District at its current rate. The current City Fire and Life Safety Services budget of \$7.8 million is within the base that will be collected by Willakenzie Rural Fire Protection District for assessment value within and outside of the City limits and the assumption of this service by Willakenzie Rural Fire Protection District will also provide Willakenzie Rural Fire Protection District with Fire Service Contracts with Rainbow Water District and Glenwood Water District, for Fire Code Permits, and also for plan review, totaling approximately \$1.2 million. This is not to infer that Willakenzie Rural Fire Protection District will assess at the \$3.06 per thousand. The goal of the District is to assess at considerably less than that amount and the assumption is that it will be able to do so based upon the additional dollars generated by the annexation. See discussion in Exhibit B.

- (d) The comprehensive plan's economic, demographic, and sociological trends and projections and its environmental policies, pertinent to the proposal, shall be addressed.

See discussion under #4, Synopsis, Standards of Review. See discussion in Exhibit D.

OAR 191-030-0020(7) provides the Commission shall apply, in order, the following priorities among methods of servicing urbanizable land when the required level of services identified in a city's comprehensive plan can be extended by a city:

- (a) Annexation to a city;

Not applicable.

- (b) Extraterritorial extension of city water and sanitary sewer facilities accompanied by a signed agreement to annex to the appropriate city;

Not applicable.

- (c) Intergovernmental agreement between a city and existing special district to provide city services on a contractual basis;

Existing arrangement between Willakenzie Rural Fire Protection District and City of Springfield, however, continuation of this agreement cannot continue without impairing the financial integrity and viability of the City of Springfield to deliver existing other governmental services.

- (d) Annexation to an existing special district with district services provided;

This annexation should be approved for all the reasons set forth in this Petition for Annexation.

- (e) Extraterritorial extension of district water or sewer facilities under the conditions of implementing policy #13;

Not applicable.

- (f) Formation of a new unit of government.

Not applicable.

OAR 191-030-0020(8) provides the Commission recognizes that unique circumstances may necessitate annexation by special districts within an urban growth boundary as an interim service delivery solution. Unless expressly allowed in the comprehensive plan, the Commission shall approve annexations in such cases only where the following criteria can be met:

- (a) Immediate annexation to a city is not feasible because the city is not capable of providing urban level services in an orderly and timely manner. However, it is recognized that urban services will eventually be provided by a city;

Not applicable.

- (b) The proposed interim solution is consistent with applicable comprehensive plan policies; and

This is not an interim solution; this eliminates the existing interim solution of contract service. See discussion in Exhibit D.

- (c) The proposal is for an interim service delivery solution and there are legal instruments in place to ensure that annexation to an existing city occurs.

Not applicable.

OAR 191-030-0020(15) states that in order to provide more efficient provision of rural fire protection, the Commission shall favor annexations to existing rural fire protection districts over proposals to create new districts. When territory is within a reasonable servicing distance of an existing fire district, the Commission shall require evidence that annexation is not feasible prior to allowing formation of a new district.

This proposed annexation is to an existing Rural Fire Protection District. No new fire district is proposed. The area outside the City limits already receives fire protection through contract with the City.

OAR 191-030-0020(25) states to adopt a final order approving a boundary change proposal, the Commission must find that the proposal complies with the statewide planning goals and is consistent with the applicable acknowledged comprehensive plans and land use regulations as provided in the Commission's State Agency Coordination (SAC) Program, which is hereby adopted by reference. Failure of the proposal to be found in compliance with the statewide planning goals or to be consistent with the acknowledged comprehensive plan and land use regulations will result in denial of the proposal by the Commission.

See discussion in Exhibit D.

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EXHIBIT "D"

Compliance with Comprehensive Plan

BACKGROUND:

The Willakenzie Rural Fire Protection District ("District") has initiated an action requesting the Lane County Local Government Boundary Commission to approve annexation of the corporate limits of the City of Springfield (City) into the boundaries of the "District." This action, if approved, will result in the transfer of all existing Fire and Life Safety Services from the City to the "District" including materials, supplies, personnel services and equipment. All subsequent annexations to the City, if the territory is not within the boundaries of the "District," will also be annexed into the "District" and will require withdrawal from all service districts providing Fire and Life Safety Services to the property annexed.

CONSISTENCY WITH THE METRO PLAN: The following Metro Plan policies, principles and provisions are applicable to this proposed action:

Plan Principles

A. Summary:

The Eugene Springfield Metropolitan Area General Plan suggests that key urban services, such as fire protection, are to be provided by the cities, however the plan does not preclude or prohibit Special Service Districts from providing such services, and in fact the Plan goals and objectives include providing services and facilities in an orderly and efficient manner, and reducing the problems created by overlapping service areas and/or illogical service boundaries. Those goals and objectives will be served by the annexation of such fire protection service to the Willakenzie Rural Fire Protection District.

The Metro Plan provides that metropolitan area key urban services are provided by a number of governmental agencies, service districts, public and quasi-public utilities and cooperative agreements. Metro Plan § III-G, p. 1. The plan states that Eugene and Springfield provide key urban services to the cities, *such as* libraries, fire protection, improved streets, police protection, emergency medical services and storm sewers. *Id.* The Metro Plan further provides that special service districts are *also responsible*, in some cases, for such services as water and *for others*, such as schools and bus service. *Id.* The "such as," "also responsible," and "for other[]" "such services" language suggests that the list of city, county and special district responsibilities is not exclusive nor exhaustive, and adjustment is possible, *e.g.* a special district could provide fire protection services, as many special districts are in fact formed for this very purpose.

The Metro Plan does state that it is important to recognize the responsibility, function, and extent of these different urban service providers and to provide guidelines for the proper operation, improvement, and expansion of key urban services that comport with

the compact urban growth form and urban service area concept contained within the Metro Plan. *Id.*

The Metro Plan goal is to "[p]rovide and maintain public utilities, services, and facilities in an orderly and efficient manner." The Metro Plan contains stated objectives, which include reducing and, if possible, eliminating the problems created by overlapping service areas and/or illogical service boundaries and providing at least the minimum level of key urban services to all urban development within the metropolitan area. *Metro Plan* § III-G, p. 4.

B. Purpose

"The Eugene-Springfield Metropolitan Area General Plan is the official long-range general plan (public policy document) of metropolitan Lane County and the cities of Eugene-Springfield. Its policies and land use designations apply only within the area under the jurisdiction of the Plan. The Plan sets forth general planning policies and land use allocations and serves as the basis of the coordinated development of the programs concerning the use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area." (p. I-1)

Fundamental Principles (Chapter II)

"6. The Metropolitan Plan is based on the premise that Eugene and Springfield, the two existing cities, are the logical providers of services accommodating urban levels of development within the urban growth boundary." (p. II-1)

This proposal does not depart from the principle embodied in this statement. Fire and Life Safety Services will continue to be provided to the citizens of Springfield through the management of a Board elected by Springfield residents and through revenues collected as taxes on property within Springfield. The voters will have the same authority to elect Board members as they do to elect members of the Springfield Common Council, and to approve or reject any measures or efforts to raise taxes for the purpose of operating the "District." The single purpose represented by the Board membership, and the taxing rate, provides a more direct and responsive connection between the voters and the service than currently exists with the City and the voters. Council members have many responsibilities that must be considered during their tenure. Balancing each year's budget and each year's goals may or may not protect and preserve an adequate level of funding for Fire and Life Safety; that is the way of non-dedicated revenue, multiple priorities, and competing values. The "District" and its Board need only focus on the provision of Fire and Life Safety Services.

This principle states the cities are the "logical providers" of urban level of services. This does not say the "only providers" and for good reason; both the OAR and ORS acknowledges districts, particularly when a district would serve the interests of furthering economy and efficiency of local government (ORS 190.007); or, where

necessary to guide the growth of a responsive, efficient, and economical governmental structure (OAR 191-030-0000(2)).

Additionally, this text can be read as a justification to eliminate disputes regarding the expansion of Eugene and Springfield services (including chartered entities EWEB, SUB, and Willamalane) into nearby annexed areas serviced by other districts (EPUD, Rainbow, Glenwood, etc.). If there is no dispute, and the existing service provider can meet this demand with greater economy, efficiency and sustainability, it would be illogical, if not inconsistent, to require the withdrawal of that district and replacement by the City as the "logical provider" of an urban level of services.

"7. The Metropolitan Plan was developed to meet the supporting facilities and services necessary to serve a population of 293,700. That population level may be reached before or after the year 2000, depending upon the rate of growth. The Plan is based on the needs of a future population level and not a specific year." (p.II-1)

This action does not change the boundaries of the City nor does it affect the location of the urban growth boundary. Property annexed to the City must be within the urban growth boundary, as is prescribed by both the Metro Plan and state law. As property is annexed to the City it is also annexed to the "District" and withdrawn from any other service district providing Fire and Life Safety Service. Growth and development of Springfield will occur in concert with the simultaneous expansion of the "District."

A. Metropolitan Goals

Growth Management and the Urban Service Area

"Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals." (p.II-A-1)

This proposal does not confer or transfer any land use or building authority to the "District." Property within the urban transition area must still annex to the City before development approval may be granted. Upon such annexation, the property is also annexed to the "District" and becomes subject to the "District's" tax base. In many instances, the area to be annexed will already be within the boundary of the "District." However, being located within the "District" boundary does not provide any planning, development or building privileges outside of the city limits or urban growth boundary not currently permitted by city, county, or state laws.

Public Facilities and Services

"2. Provide public facilities and services in a manner that encourages orderly and sequential growth." (p. II-A-2)

Extension of city services and facilities must occur as prescribed by the Metro Plan and state laws. In most instances these services and facilities are not provided without

annexation, and in any case, are provided consistent with the City's adopted public facilities plan. All land annexed into Springfield is automatically annexed into the "District" and withdrawn from duplicate service providers (water, power, and now, fire).

Policies

"8. Land within the urban growth boundary may be converted from urbanizable to urban only through annexation to a city when it is found:

- a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.
- b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the Metropolitan Plan." (p. II-B-4)

This proposed annexation has no force or effect on the City's authority and responsibility to approve the extension of urban services to areas proposed for development. Any such extension requires annexation to the City; any such development requires City planning, building and public works approval as a condition of the permit. Any such extension must be consistent with the Metro Plan and Public Facilities Plan: the "District" has no authority or jurisdiction in such matters.

"9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities." (p. II-B-4)

Fire protection is an identified "key urban service." (see Glossary, p.V-3). Urban areas exist within the urban growth boundary and city limits of Springfield. The proposed annexation to the "District" includes all of the present city limits and automatically includes any new territory annexed to the City (urban transition area). The "District" is a single purpose service provider with a voter-approved tax base dedicated for this single purpose. Unlike a City Council that must grapple with a variety of budget and service issues, the "District" focuses all of its efforts on the provision of Fire and Life Safety Services to its constituents.

Approval of this annexation permits the provision of adequate Fire and Life Safety Services within budgetary priorities. There should be no argument regarding the need of the citizens of Springfield for adequate Fire and Life Safety Services. As described in Exhibit B, budgetary priorities and financial constraints make this presently an unmet need and that unmet need will exponentially grow without this annexation.

"18. As annexation to cities occurs over time, existing service districts within the urban growth boundary shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts." (p. II-B-6)

The proposed annexation to the "District" includes the continued annexation into the "District" as each territory is brought into the city limits. Consistent with this undertaking, simultaneous withdrawal from duplicate providers occurs (e.g., other water or fire service contract providers). In time the "District" will be the sole provider of Fire and Life Safety Services for all areas administered by Springfield. Currently there are 4 entities providing Fire and Life Safety Services within Springfield's urban growth boundary.

"19. The realignment (possible consolidation or merger) of fringe special service districts shall be examined to:

- a. Promote urban service transition to cities within the urban growth boundary.
- b. Provide continued and comprehensive rural level services to property and people outside the urban growth boundary.
- c. Provide more efficient service delivery and more efficient governmental structure for serving the immediate urban fringe." (p. II-B-6)

The proposed annexation to the "District" creates dedicated revenue for a single purpose service. The City can only make such a financial commitment with special levies, not through the general purpose property tax.

The District has an elected Board that represents its constituents. The Board's sole function is to provide fire and life safety protection to its constituents. No other services are permitted under this proposal. Existing contracts with water districts serving the urban fringe will continue to be honored and or those water districts will apply for annexation to the "District" as well.

Specific Elements (Chapter III)

A. Residential Land Use and Housing Element

Residential Land Supply and Demand - Policies

"A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand." (p. III-A-6)

The proposed annexation to the "District" does not alter the laws governing annexation to Springfield or the laws regulating the extension of public facilities and services consistent with adopted comprehensive plans and public facilities plans. The presence of a fire district with its own personnel is no different than the presence of a fire service contract with respect to annexation, zoning, development or redevelopment; none of this can go forward without the City's approval.

"A.7 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land." (p. III-A-6)

All land within the City limits is provided with Fire and Life Safety Services; all areas outside the City limits, and which were under contract with the City for Fire and Life Safety Services, will receive that same service from the "District." All of the City's inventories are within the area served by the "District."

G. Public Facilities and Services Element

Policies

"G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies." (p. III-G-4)

Full urban services are provided upon or after annexation. The proposed annexation to the "District" automatically subjects all subsequent annexations to the City to also be annexed to the "District" and withdrawn from duplicate service providers. (See also Pages 4 and 5 of this exhibit for responses to Chapter II Growth Management Policies, and Exhibits B and C addressing the economic benefits of this proposal).

"G.4 The cities and Lane County shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area, to provide the opportunity to review and comment on proposed public facilities, plans, programs, and public improvements projects or changes thereto that may affect one another's area of responsibility." (p. III-G-5)

The City and the "District" have prepared an intergovernmental agreement (IGA) pursuant to ORS 190 that establishes a coordination mechanism to provide opportunity for review and participation in the preparation of plans, programs and projects requiring City and "District" joint participation.

"G.6 Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with the affected jurisdictions." (p. III-G-5)

The proposed annexation will create a single fire and life safety district for the City and the City's urban transition area. Currently there are 4 service districts providing fire protection through contracts with the City. The "District" is the only entity that can assess a tax rate specifically for fire protection (other than special levies by the City), and have that money used only for Fire and Life Safety Services.

The creation of a single fire and life safety district is consistent with actions taken by other cities and districts in Oregon in order to provide Fire and Life Safety Services within budgetary priorities. (See Exhibit B.)

This policy does not require the elimination of all special districts, only that "efforts shall be made to reduce the number of unnecessary special service districts." The discussions in Exhibits B and C clearly made the case that Willakenzie Rural Fire District is not an unnecessary district, that this proposal does eliminate overlapping and duplicative services; and, that this proposal is a more solid and sustainable solution to funding public services.

Conclusion.

The proposed annexation to the Willakenzie Fire District and subsequent transfer of the fire and life safety program is not inconsistent with the preceding Plan policies. There are no specific prohibitions to this proposal. It's worth noting that most of the Plan policies and all of the Plan principles were prepared and adopted over 20 years ago. A number of significant changes have occurred to this community during that period including social and economic trends that have resulted in a new set of demands on land, services, and costs. An entirely new system and basis for assessing and levying property taxes, brought about by statewide ballot measures has created an imperative to become more efficient. One example of such efficiency is to demonstrate a willingness to re-think our traditional models of service delivery without sacrificing the quality of that service.

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