

City Mosier/Mosier Fire District Joint Use Facility

June 28, 2018, 3-5 pm

Mosier Senior Center
500 E. 2nd Street
Mosier, OR 97040

Meeting Agenda

1. Roll Call / Approval of Minutes
2. ReCap: last meeting for those who did not attend.

Action Item Reports and Next Steps

3. **Site Planning and Alternatives Investigation**
 - Discuss and agree on Methods memo, with any adjustments
 - Discuss and agree on Terry's proposed outline for the Site Eval memo, with any adjustments
 - Discuss work to date on site evaluation - Witt
 - Use the tools in Terry's memo to compare the two alternative sites
 - i. Identify what we already know about each –using the questions in Figures 1 and 2 to determine list of research we still need.
 - Make assignments for (1) any additional research, and (2) drafting of Site Evaluation Memo by subcommittee
4. **Funding**
 - DEQ ESA Phase II Funding is in – Colleen
 - Fundraising Plan – Colleen
5. **Building Construction Options - Architect/Engineer/Contractor Team**
 - Conversation with Scott Moreland- Colleen
 - Do we want to put out an RFP?

Agenda item: Funding, Accounting and Admin

Presenter: Colleen Coleman, Emily Reed, Rhonda Starling, Joanne Rubin

Discussion:

Strategies, tools, budgets, and timeline for donors and outreach: Scott Moreland, of Hennebery Eddy Architects, did a large amount of work in the initial feasibility study, including the essential grant timelines, identifying resources such as foundations, capital campaigns, etc.

Funding will require a proof of momentum and forward progress, including but limited to initiating the use of the shared monies. Rhonda Starling and Joanne Rubin provided a report on best practice internal controls, financial policy, and transparency. Rhonda Startling will be hired to manage the day to day bookkeeping, and reporting on the joint fund.

Conclusions:

Grant funding will be pursued for the Phase I and II, it was agreed to utilize a small portion (\$5,000.00) of the funds to facilitate further studies and administrative overhead, as to not over burden either Government Agency.

Funding plan outline with priority dates will be an evolving document Colleen Coleman manages, identifying a chair for the fundraising committee and list key target funding items and associated amounts, also managed by Colleen Coleman. Work on message development, presentation materials and communication and strategies.

Rhonda Starling and Joanne Rubin provided a report on best practice internal controls, financial policy, procedure and transparency. Rhonda Startling will be hired to manage the day to day bookkeeping, and reporting on the joint fund.

Action items	Person responsible	Deadline
✓ Leadership of message, communication and strategies	Emily Reed	Ongoing
✓ Confirm funding restrictions, timelines and confirmation with feasibility study information, and speaking with other regional entities	Colleen Coleman	Ongoing
✓ Both entities report to boards and find best practice to move into the IGA/Mosier Community Center fund acct	Witt A./Barb A.	Ongoing

Other Information

Special notes:

6/11/2018

Mosier Community Center

DRAFT Memo (Jayme Bennett)

06/11/2018 Joint Use Facility (Community Center) Meeting

Memo

This the work plan and action list from the reports delivered at that meeting.

Alternate sites report

Councilor Anderson worked with Chief Renault, City Manager, Colleen Coleman and spoke with former staff members, Kathy Fitzpatrick and Jim Appleton to capture past research and knowledge base on initial site selection and alternative site analysis history. The following key points were discussed. Functionality, economic development (fiscal impacts and benefits for the community on each site), negative externalities, legal issues over funding, community opinion and feedback.

Next steps

- Review the funding agreement for site specific language
- Execute a 6-week due diligence study, prepare a report to show readiness, thoughtfulness in decision making, community feedback, engagement, and strategic plan.
- Colleen Coleman will call the State of Oregon Dept. of Administrative Services regarding the funding
- Witt Anderson will pursue alternative site diligence on acquisitions
- View another facility in the area

Fundraising Plan

Strategies, tools, budget, and timeline for donors and outreach. Scott Moreland from Hennebery Eddy Architects did a large amount of work in the initial feasibility study, including all of the essential grant timelines, identifying resources such as foundations, capital campaigns.

Next steps

- Flush out fundraising plan outline prepared by Colleen with priority dates and \$ amounts. Colleen agreed to do this.
- Identify who is on the committee and who is the chair. Emily Reed volunteered to provide graphics for the public campaign, outreach etc. and will take a leadership role in the communications message and strategy.
- Work on message development, and presentation materials
- It was decided the new name for the facility will be the **Mosier Community Center**, given recommendations by Senator Cliff Bentz that the building include community meeting space and other services such as library, community kitchen, and foodbank.

Internal Accounting Structure

Rhonda Starling and Joann reviewed the best practice for internal control, financial policy and transparency on the shared funds for the project. Rhonda will be the individual doing the day to day bookkeeping and reporting on the joint fund.

Next steps

- City to draft a budget on what will be spent over the course of the next 6 months
- Both committees report to their boards and find best process to move into the IGA/Community Center Fund account.

Approach to building options

The workplan will outline the exploration of the pros and cons of our different partner scenarios (e.g. design/build vs separate contracts with architects and CMCG, etc.).

Next Steps

- Witt Anderson will talk to a few community members that will volunteer their time and help discussions around cost estimates, constructability, site constraints, and infrastructure components for basic concept work.
- Revisit consultant contract in place and go through next steps for contracting with architecture/engineering team (Colleen to do this). No need for an RFP at this time, given our decision to work internally on basic site selection first, while waiting for the phase II Environmental Study to commence, and the subsequent reporting process.
- Incremental steps forward, gathering information on all potential sites and opportunities will allow for public transparency, and reporting back to our boards.
- **Next meeting will be held June 28th at the Mosier Senior Center at 3pm.**

DATE: 20 June 2018
TO: Members of the Joint Use Facility Committee
FROM: Terry Moore
SUBJECT: Considerations Related to Site Evaluation

1 Background

The Mosier Fire District (the District) and the City of Mosier (the City) have made several steps in their investigation of the feasibility of building a shared facility: a Joint Use Facility (JUF).¹

The District began looking at sites for a new fire station in 2015. The initial investigation included some sites in the City limits, and led to discussion between the District and City about designing a fire station that could also have a small amount of space for City uses. The City was engaged in conversations with Union Pacific Railroad (UP) about acquiring a strip of UP property south of the tracks and north of Highway 30. Efforts shifted to evaluating that site. In 2016 the City got a grant from the state of Oregon to evaluate options for a JUF at the UP site.

In June of 2016 a UP oil train derailed in Mosier. By December 2017 a settlement agreement between UP and the City, District, and School resulted in the UP property transferring to the City, and the City and District receiving \$500,000 toward the construction of the JUF. Earlier in 2017 the City and District jointly received \$500,000 from the State of Oregon for the JUF.

In summary, by December 2017 the City and District had (1) a study showing preliminary design, feasibility, and cost of a JUF, (2) a site, and (3) \$1 million toward design and construction. At that time the City and the District signed an Intergovernmental Agreement (IGA) that created a committee (the JUF Committee) responsible for managing joint funds and for working in behalf of the City and the District to move the project forward.

The Committee met in January (to establish purposes and procedures), April (to review prior work on the JUF), and June (develop a work plan).

An item in the work plan is the evaluation and documentation of decisions about a preferred site for the JUF. The Committee concluded at its June 3rd meeting that it should not simply presume that because the City had acquired the UP site it was therefore the best site in the Mosier area for the JUF. Rather, it needed some analysis of the pros and cons (benefits and costs) of a short list of the most promising sites. The Committee discussed the categories of benefits and costs that it should probably consider. Terry Moore volunteered to expand on the Committee's discussion to create this memorandum, which describes the content of an evaluation of alternative sites.

¹ The facility may soon be referred to as the Mosier Community Center. That name change is not yet official. This memorandum stays with the name Joint Use Facility.

2 Thinking about siting public facilities

This section describes a logical and, thus, relatively common way of thinking about the benefits and costs of public investment choices (in general) and of facility location and design (in particular). Some of the material comes from a memorandum written by Terry Moore to the Fire District Board in 2015.

2.1 Framework for public investment choices

Thousands of books and professional articles discuss procedures for evaluating public investment choices (facilities and programs) and regulations. There are endless variations, but I'll summarize what I think is a strong consensus about basic steps.

Step 1: Decide what matters (*set goals*).

What does the group of interest (e.g., a city, a region, a service provider) want to achieve for its constituents (citizens, board, customers)? What people want is what matters, and what they want is, in concept, the same across all types of issues: they want to get more of what is valuable to them (positive impacts / benefits) and less of what is costly to them (negative impacts / costs).

It is relatively easy for groups to agree on general goals (e.g., environmental quality, economic prosperity). But as goals go from general to specific, agreement gets harder. General *goals* become *objectives*, which become desired *outcomes (impacts)*, which become *performance measures (evaluation criteria)*. Broad goals are usually established early in the planning process; later in the process they get specified as criteria for evaluating policies options (Step 3, following).

In the context of our site evaluation, we have goals for the JUF that can be better achieved by some potential sites than others. Ideally, our criteria for evaluating and selecting among sites tie back to the goals for the facility.

Step 2: Gather information about key factors that affect the group's ability to achieve the goals (*describe conditions*)

What are the past, current, and potential and likely future conditions? In general, what ways will they influence the ability of an action (a plan; an investment) to help provide what matters (to achieve desired outcomes within the constraints of acceptable costs)?

In the context of our site evaluation, we will gather information about the characteristics of alternative sites, and how those characteristics increase benefits or reduce the costs of the facility.

Step 3: Develop and evaluate alternatives (*options for action*)

This step is about comparisons of the futures that are expected under different assumptions about key factors that affect the future (sometimes called *driving forces*, both external and controllable). Actions that might be taken are controllable forces. The evaluation of options is a comparison of the performance of each option on things that

matter (benefits and costs). In other words, goals become the criteria for evaluating options (possible actions).

In the context of our site evaluation, our alternatives are different sites, and the evaluation is about how well the site characteristics in Step 2 meet the goals and criteria in Step 1.

Step 4: Create and adopt a plan, investment, or regulation, and take action (implement and monitor).

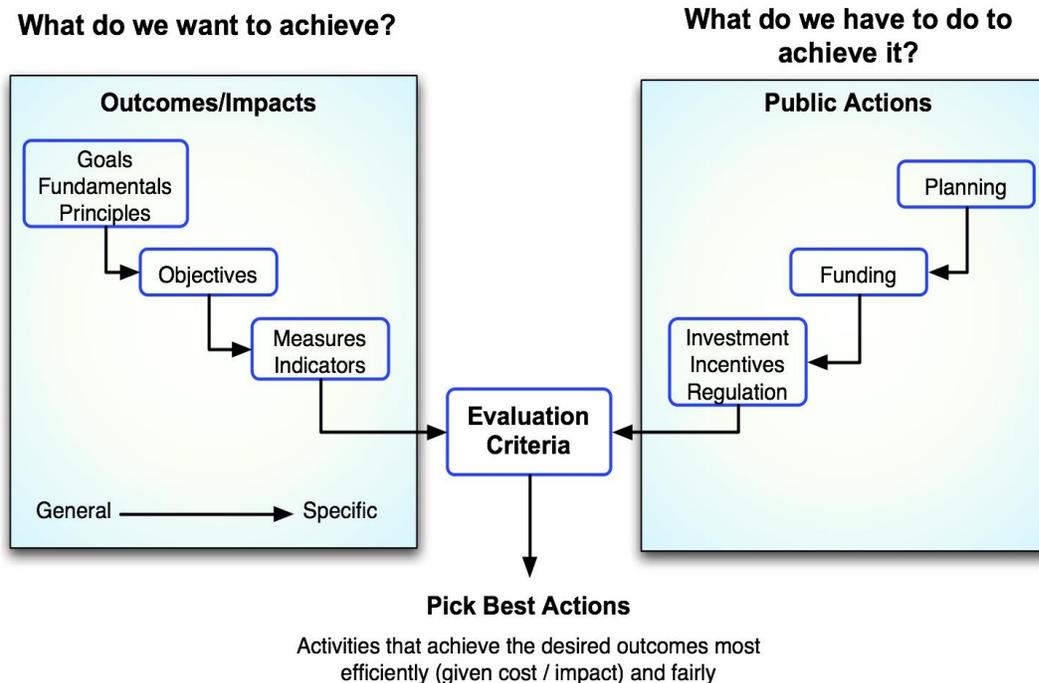
In the context of our site evaluation, our comparison of the performance of alternative sites in Step 3 leads to the selection of a preferred alternative.

Step 5: Engage, throughout the previous four steps, the people and groups needed for or wanting to be involved in the decisionmaking

These groups are often referred to as “stakeholders”: elected officials, staff, interest groups, businesses, the general public.

Figure 1 illustrates the basic concepts and definitions. On the left side are desired outcomes. The overarching goal of a local government and of its policies is, in broad terms, to make the people government serves better off. The presumption is that collective action through the local government will, in some areas, yield superior results to the individual actions of households, businesses, and the organizations they might form.

Figure 1: What are the desired outcomes, and what actions might help get them?



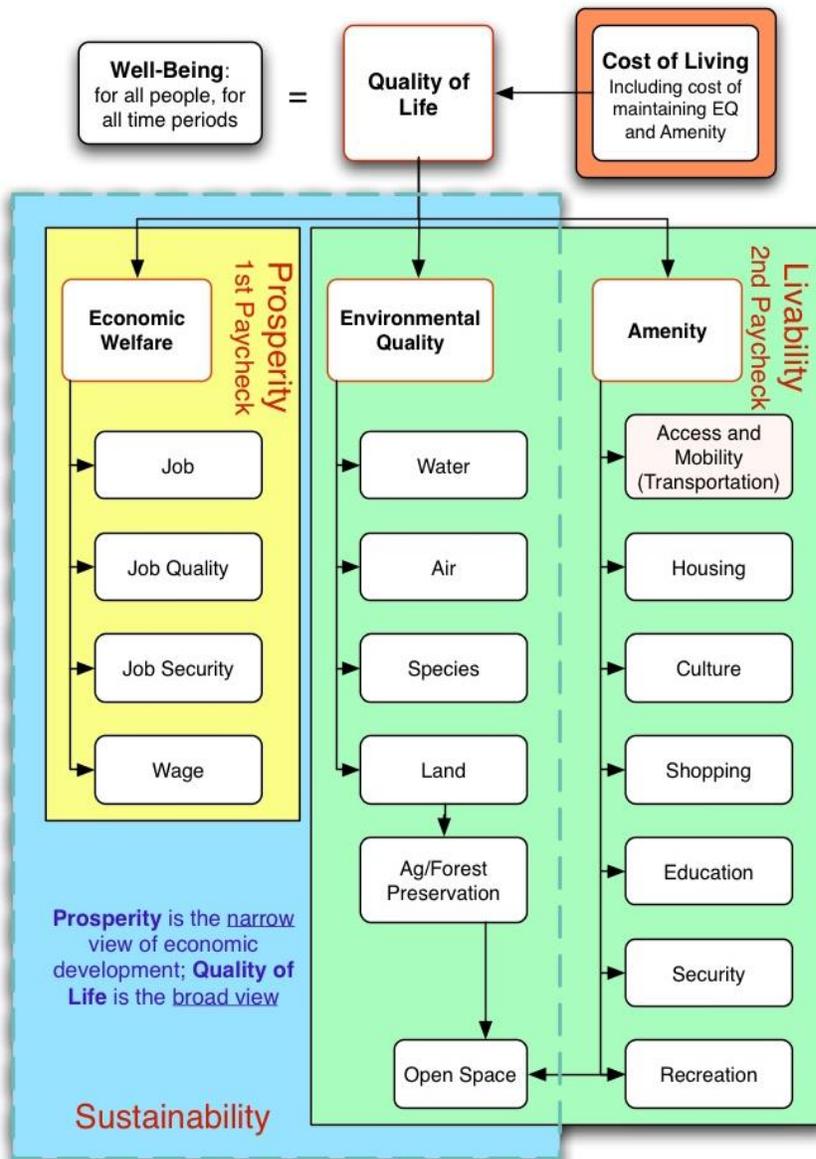
Terry Moore / ECONorthwest

On the right side are the broad categories of actions a local government can take to increase the amount desired outcomes and probabilities of achieving them. Most generally, local government can think about what is wanted, the obstacles and challenges to get those

outcomes, and the actions to help get them: in other words, it can plan. Next, it can look for ways to fund actions. Finally, with a plan and funding, it can take specific actions: it can invest itself, give resources to the private sector to encourage investment (incentives), or regulate private actions.

Figure 2 shows typical outcomes that local governments aim for, which are simultaneously the impacts that would be examined in a good evaluation of alternative local actions.

Figure 2. Categories of Goals and Criteria for a Regional Plan



Terry Moore / ECONorthwest

In the context of the JUF site and building evaluation, the main goals are in the right column under *Amenity*: the Fire Station focuses on *Security* (Safety) and the Civic / Community Center focuses on *Culture* (social cohesion).

2.2 Framework for site evaluation

How do the concepts in Section 2.1 apply to the specifics of evaluating sites for the JUF? The short answer is that the District and City need to be clear about what matters so that the performance of the JUF (how well it delivers desired benefits and what it costs) under different configurations of location and building design can be compared.

Here are several considerations relevant to siting decisions that the District's Station-Development Committee thought were important (2015):

- **Locational versus site characteristics.** The District is looking for a *location* for its facility that is in or close to Mosier. Why? That is where the density of people and property is the greatest, and that is where it has access to the seven miles of I-84 to which it provides emergency services. There may be other *sites* (specific properties) in the District that have physical and legal characteristics that would allow them to accommodate a station more easily and cheaply, but a good site in the wrong location will not be optimal. As the location of sites moves from the downtown of Mosier (best) to the periphery (less good), sites become less desirable. At some point, they are just too far from the desired location to serve the purpose. Also, there may be detriments to such a site, such as limited access options that could become obstructed during a fire or natural event. Similarly, a good location close to Mosier may have no usable sites, or sites that are so constrained that they would do a poor job of accommodating the kind of station and functions desired, or that have too many conflicting uses nearby.

Location also requires consideration of whether more than one site may be optimal. For example, different locations may serve different needs that the District responds to (e.g., structural versus brush or timber fires), and there may be utility to having a backup location in the event the primary facility location becomes damaged or is inaccessible.

- **Current versus future needs.** Public facilities can take a long time to plan and build. Once built, they last a long time. They are typically planned to accommodate expected growth in services. That growth could come from an increasing customer base (more people, households, and property), or a changing demand for services independent of customer growth (changes in the location of development, in environmental factors that affect the risk of fire, in demographics that might lead to more and different types of emergency calls, in legislative mandates, and more). The District and its customers may be able to get by with the current station configuration now, but it will become increasingly inadequate if demand grows. Some consideration of future demand and need is essential; it is fundamental to a justification of a major public investment.
- **Good stations as incentives for attracting and retaining good volunteers.** People volunteer for many reasons. But, other things being equal, the more rewarding and manageable the volunteer work, the greater the number and longevity of volunteers. A well-run department attracts volunteers. Up-to-date facilities and equipment that increase the possibility that they can do their jobs effectively and safely also are likely to attract more volunteers and make their experience more rewarding.

-
- **Stations as contributors to community development.** Mosier is a city whose purpose and fortunes have changed over time. Economic events beyond its boundaries have reduced it from a regional center to a small town struggling to find an identity and a commercial and social center. Its economic advantages as a shipping and timber center are behind it. Its agricultural hinterlands are still strong, but processing has moved across the river to Washington. Without some upgrades to its facilities, it will have difficulty attracting the growth that will help defray the cost of planning and building those facilities.

The typical solution found by small cities in similar conditions is to leverage the little public funding that is available to create multi-purpose public facilities that can contribute to a reinvigorated main street where that is desirable and possible. Building those facilities independently on cheaper land at the urban periphery can address the issues and needs of individual service providers, but it does less for the community and sometimes at a greater total cost than building those facilities jointly in a central area planned to be a community's social and commercial center.

- **Evaluation criteria.** Any decision about public investment is not about maximizing on any one objective (e.g., fastest average response time), but about optimizing across many objectives. Broad categories of objectives for a facility like a fire station could be, for example, efficiency (effectiveness: how is one site expected to improve performance measures relative to another?), cost, equity (how are the benefits and costs of the new station distributed), and spillover effects like other community benefits (e.g., meeting space in the City center, co-location of municipal facilities) or costs (e.g., noise effects on surrounding properties).

The JUF Committee discussed evaluation criteria at its meeting on June 3rd. Some of the criteria are more about the production of desired benefits; others are more about constraints on or costs related to achieving those benefits. But they overlap. For example, environmental quality is a desired benefit and also a potential cost (e.g., costs of cleaning up a contaminated site). Moreover, if a site has some environmental issue, that issue may be able to be remediated at some cost that is less than the additional value of other attributes of the site have: the problem is not fatal.

If we limit ourselves just to the attributes of sites (and not to how those attributes might help achieve other public benefits like safety, economic development, community cohesion, and so on), then the attributes are of two types: locational and site. Most of the ideas covered were raised in the Committee meeting on June 3rd:

- **Locational attributes.** Other things being equal, sites inside the Mosier city limits are preferred. They are essential for the City (a city hall and community center outside the city limits does not make sense and would probably not be legally, politically, or economically feasible). They are generally desirable, but not essential, for the District (given the location of volunteers and potential incidents, it seems likely to me that sites in the City reduce average response times and damage over the long run).

- **Site attributes**

- Size. A minimum size is required. I'm guessing that is on the order of 0.5 acres. With parking and common open space, up to an acre.
- Slope. Nobody expects to locate on the hillside where new housing is going.
- Soils. Could affect building cost.
- City services. Probably available everywhere; may be some differences in cost.
- Environmental attributes. For example, previous contamination that needs clean-up. Archeological problems are possible, but not likely. On the positive side, if the City and District want to use solar power to reduce future operational costs, then solar orientation matters.
- Operational safety. An issue that came up is whether having the new JUF near the UP tracks is an acceptable risk.
- Access. Can it be done safely and economically?
- Public amenity. E.g., views, opportunities for public open space, etc.
- Other (?)

The reason the District and the City need to pay attention to locational and site attributes is that they can help with two things critical to their missions and to getting a cost-effective JUF:

- **Provide benefits related to the primary and secondary missions of the District and the City.** For the District the primary mission fire protection and emergency services; for the City the primary mission is municipal services; a secondary one is to encourage economic development. Another way to express this idea is that the District and the City want a facility that will operate efficiently, and that operational efficiency will be influenced by locational and site characteristics. Those needs occur throughout the District, but people, property, and service calls are concentrated in the City of Mosier and on I-84. That consideration makes sites in the city limits preferred, other things being equal.
- **Reduce costs.** On the one hand, Committee members understand that site with poor building attributes is going to cost more to get developed. But on the other hand, the poor site may cost less. In economic jargon, sites that have better attributes for building *capitalize the value of those attributes* into the price of the property.

We must be careful in our analysis here. It is tempting to say "We already own the property at the UP site and the City Hall / Fire Station site, so that land is free." Proper evaluation, however, requires that we look at the costs of all resources need to build the JUF, and pay attention to *opportunity costs*. In particular, what else could the sites owned by the District and City be used for? If they were to be developed publicly, what is the value of the benefits they would generate? If privately, what could they be sold for?

I think easiest way to keep this straight is to (1) value all sites at their opportunity cost (can we get a local realtor or appraiser to donate an opinion?), and (2) for sites in the

running, deal with deficient site attributes by estimating the cost of bringing those deficiencies up to some minimum standard for building and operation. E.g., “This site has an estimated market value of \$100,000, and it would take an extra \$75,000 in site work to eliminate minor contamination and get grades to minimum acceptable standards.” Even with rough estimates, we then have a way of converting a lot of different site attributes to a single number that can be compared across sites: *estimated cost to acquire the site and get it to minimum standards to allow construction of a JUF.*

3 Next steps

Despite my going on at some length about considerations and possibilities, my real goal is to make our effort simple and clear. Here’s my recommendation for how:

- At the next Committee meeting (June 28, I think), the Committee does the following:
 - Agree as a Committee that sites outside of the city limits will not work for a JUF. They might work for just a new fire station, but not for a JUF. That simple and defensible decision narrows and simplifies the scope of the site evaluation substantially.
 - Agree as a Committee on minimum criteria or targets for site attributes, if any.
 - Create a sub-committee (two members [one City, one District], one advisor) charged with finding and evaluating sites in the city limits, and documenting the results in a report it will present to the full Committee. Require that the evaluation be consistent with the concepts described in this memorandum, with any amendments the Committee might agree to.
- Then
 1. Sub-committee sends draft report to full Committee a week before some future meeting (presumably in July or August). That report would be a draft.
 2. Full Committee meets, discusses the report, and either accepts the report as written, or suggests revisions and additional research to the sub-committee.
 3. If the latter, the sub-committee does more work and repeats steps 1 and 2. Presumably, on the second pass the Committee would review, discuss, and accept (with some amendment possible) the report at its next meeting.