



**City Council Study Session
March 27, 2017 - 6:00 PM
Public Safety Building 401 East Third Street**

CALL MEETING TO ORDER

ROLL CALL

PRESENTATION OF INFORMATION

Tualatin Valley Fire & Rescue Annexation
Tualatin Valley Fire & Rescue Annexation
Campbell DeLong Resources, Inc.
V2 Community Outreach Schedule for Fire Protection and EMS in Newberg 20....pdf

DISCUSSION AND QUESTIONS

SPECIFIC ITEMS FOR PRESENTATIONS

**REPORTS OR PRESENTATIONS FROM BOARDS, COMMISSION, COMMITTEES OR
GROUPS INVITED BY THE COUNCIL**

ADJOURN

COMMENTS

Meeting is generally designed for City Council/Staff discussion without general public comment.



2627 Northeast 33rd Avenue
Portland, Oregon 97212
503-221-2005
Fax: 503-221-4541
www.cdri.com

DATE: March 21, 2017

TO: NEWBERG CITY COUNCIL

FROM: Martha DeLong & John Campbell
CAMPBELL DELONG RESOURCES, INC.

SUBJECT: Overview of differences between qualitative and quantitative research tools.

- ▶ **Qualitative (exploratory, “discussion” research).** Qualitative research tools (think focus groups or one-on-one interviews) are used to investigate new concepts, discuss complex issues or trends, or to guide the development of new services, policies, or products. Qualitative research is also the tool to use when not enough is known about how to phrase the question, or list the possible answers, to confidently reduce the inquiry to a short set of brief questions with easily categorized answers (such as yes/no, agree/disagree, or perhaps opinion ratings). For example, if we are trying to figure out how to explain an idea so that people can easily grasp it (or perhaps discover the range of possible reactions to an idea), a qualitative, or “discussion-based,” research method is the way to go.

We typically *recommend* qualitative research when there is a desire to explore reaction to complex concepts, discover why individuals hold an opinion, or find out how individuals respond without prompting — that is, without answer categories to choose from. Qualitative research is often used to learn enough about public opinion to be able to then reduce the path of inquiry into survey questions that can be statistically projected to the population (that is, designing a short, quantitative survey based on in-depth, qualitative research findings).

Focus group research is the most common qualitative methodology used today. With focus groups we are looking for consistency and consensus between group participants and between groups. We are also looking for the range of opinions voiced by participants.

- ▶ **Quantitative (statistically projectable “survey” research).** Quantitative research tools (any type of statistical sampling, think of mail-out or telephone surveys) should only be used when enough is known about how the public views an issue to be able ask simple questions with accurate, discrete answer categories. If an issue is sufficiently well understood to lend itself to statistically-projectable survey research, then quantitative tools are employed to find out “how many” — to be able to project the answers to the population as a whole with mathematical precision.

Quantitative research is typically used to measure such issues as awareness of a service, organization, or product; level of support for a ballot measure, candidate, or potential new product; or the percentage of the population that holds a specific, pre-defined viewpoint or value.

Today there are many approaches to gathering quantitative data, including telephone interviews, Internet-based self-administered questionnaires, mail-out surveys, and central location tests.

City of Newberg Public Outreach Related to Fire and Emergency Medical Service

March, 2017

BACKGROUND

Since July 1, 2016 the City of Newberg has contracted with Tualatin Valley Fire & Rescue for fire protection and emergency medical services. The city approached TVF&R because of budget shortfalls that made it difficult to provide adequate fire department staffing, maintain equipment and comply with state and national standards and statutes. Despite a 42 percent increase in service demands during the past decade, the city was not able to add firefighters or staff. The contract has provided additional firefighters to improve coverage and response as well as an updated ladder truck, medic units, vehicle and facility maintenance.

WHAT'S NEXT?

The contract is not a long-term solution. An intergovernmental council comprised of Newberg city councilors, the Newberg city manager, TVF&R's citizen-elected board members and TVF&R's fire chief have been evaluating the progress of the contract, which expires on June 30, 2018. Though it was initially thought that an election would have to be held whereby voters would determine whether the city should join TVF&R permanently, it has since been determined that Oregon law requires the Newberg City Council to make that decision. The contract outlines that decision point as July 1, 2017. The council can still choose to conduct an advisory election.

KEY POINTS

It will be important to educate Newberg residents about the history and future of their fire and emergency medical services. If elected leaders choose to consider joining TVF&R permanently, the benefits and costs associated with annexation must be clearly communicated in multiple forums and platforms. Should the council opt to keep all or some of the city's permanent tax rate that's historically been allocated for the fire department, the city must be transparent about how future proceeds will be spent.

Below is a recommended schedule for conducting a robust community outreach effort to inform the Newberg City Council's decision. The schedule recognizes an important Department of Revenue deadline that must be met in order for TVF&R to levy taxes when the contract ends should the council decide to join the fire district.

Focus Groups (up to two)	Public Attitude Survey	Direct Mail & Advertising	Town Hall	Newberg City Council Meeting Options for Resolution Hearing and Action (two suggested)	Decision Point Required by IGA	Planning and Board of Commissioner Hearing Dates (two required for DOR)	Department of Revenue Deadline	CONTRACT ENDS JUNE 30, 2018
4/14/17	Complete 5/29/17 3 weeks of designing and implementing + 1 week to tally results	April-June 2017	4/20/17 Station 21	5/15/17	July 1, 2017	Sometime between July-December 2017	if council decides to join TVF&R permanently, a lengthy legal process must be completed prior to 3/31/18 in order for TVF&R to levy taxes starting 7/1/18	
			5/16 City Hall or Library	6/5/17				
			5/21 Pancake Breakfast	6/19/17				
				7/3/17				

Information provided by Tualatin Valley Fire & Rescue

City of Newberg
Property Tax Levy Analysis for Fire Operations

	2015-16			2016-17		
	\$	Tax Rate	Cost on average AV	\$	Tax Rate	Cost on average AV
Expenditures	\$ 3,540,320	\$ 2.09	\$ 393	\$ 3,719,450	\$ 2.09	\$ 437
Revenue-(otherthan property tax)						
Newberg Rural Fire Contract	(330,204)	\$ (0.19)	\$ (36)	(340,102)	\$ (0.19)	\$ (40)
Conflagration reimbursement	(150,000)	\$ (0.09)	\$ (17)	-	\$ -	\$ -
Net Cost	<u>\$ 3,060,116</u>	<u>\$ 1.81</u>	<u>\$ 340</u>	<u>\$ 3,379,348</u>	<u>\$ 1.90</u>	<u>\$ 397</u>
Newberg Permanent Tax Rate	\$ 7,435,500	\$ 4.3827	\$ 824	\$ 7,803,903	\$ 4.3827	\$ 917
Less Reduction in Newberg Levy for Fire Cost	(3,060,116)	\$ (1.81)	\$ (340)	(3,379,348)	\$ (1.90)	\$ (398)
Net Levy	<u>\$ 4,375,384</u>	<u>\$ 2.5727</u>	<u>\$ 484</u>	<u>\$ 4,424,555</u>	<u>\$ 2.4827</u>	<u>\$ 519</u>
TVF&R Rate (Permanent, Local Option Levy, and General Obligation Bond rates combined)	\$	2.1078	\$ 396	\$	2.0978	\$ 439
Combined Tax Rates	\$	4.6805	\$ 880	\$	4.5805	\$ 959
Newberg Permanent Tax Rate	\$	(4.3827)	\$ (824)	\$	(4.3827)	\$ (917)
Difference	\$	0.2978	\$ 56	\$	0.1978	\$ 42
Assessed Value (AV)	\$ 1,696,556,941			\$ 1,780,615,477		
Real Market Value (RMV)	\$ 2,199,658,073			\$ 2,380,377,182		
Ratio of AV to RMV	77%			75%		
Avg Sales Price Newberg Dundee Urban (from Yamhill Co Assessor's Office)	\$	244,058		\$	279,039	
Ratio of AV to RMV		77%			75%	
Average Assessed Value (AV) for Newberg homes	\$	187,925		\$	209,279	

Note: Emergency Medical Services activity is not included in this analysis as that activity is covered by user fees.

City Council Meeting
Date: 5/11/15
Re: Property Tax Levy Analysis
Topic: TVF&R Contract

Frequently Asked Legal Questions on TVF&R Annexation:

Q: What is the mechanism for a city to annex to a district?

A: Oregon Revised Statutes (state law) governs the process, specifically ORS 198.866. Under this statute, the governing body of a city may propose annexation to a district for the purpose of receiving service from the district. Once a city proposes annexation, most other decisions are left to the board of the district. This applies to all special districts, including fire districts.

Q: Is the procedure different for the Newberg Rural Fire Protection District to annex?

A: Yes, the statutes provide different procedures for a city to annex into a fire district, versus an existing fire district to come under the jurisdiction of a different fire district.

Q: Is this statute new?

A: The statute has been in place since 2003, but it is relatively rare for a city to annex into a special district. It is more common for a city to annex land being served by a special district.

Q: What decisions are made by the district board?

A: The district board will approve or disapprove the city's annexation proposal. If approved, the district board shall call an election in the district, unless an election is not required under specific exceptions.

Q: What are the exceptions to the election requirement?

A: There are two exceptions in the statute; one of the two applies to Newberg. If the population of the city is less than 20 percent of the population of the district, the district board is not required to call an election. Newberg's population (~ 24,000) is approximately five percent (~ 5.33%) of the TVF&R district population (~ 450,000).

Q: What happens if the district board does not call an election?

A: The district board will adopt an order or resolution approving the annexation and certify that to the city. No additional steps are required of the city council or district board, but there are approval steps at the county and state level to acknowledge the annexation.

Q: What happens if the district board calls for an election?

A: The district board will set an election date for voters in the district. The city is required to call an election in the city on the same date specified by the district board. This would be a special election. According to the Yamhill County Clerk's Office, a special election would cost approximately \$50,000.

Q: Can the electors of the city force a vote?

A: The statute provides that the electors of the district can request an election by petition, triggering both a vote in the district and a parallel vote in the city. There is no mechanism in the statute for the electors of the city to separately petition for a vote.

Q: Can the city hold an advisory vote within the city, without the vote in the district?

A: Yes, a non-binding, advisory vote could be held by the city without a vote in the district. Again, this would be a special election and the cost to hold such a vote would be approximately \$50,000.

Q: If the council adopts a resolution proposing annexation and no vote occurs, is there a way to legally challenge the resolution?

A: The adoption of a resolution, as an administrative action by the council, is generally not subject to review by the courts, except when such action is contrary to the law. This means that a court would only examine if the action was allowed or disallowed by law, not whether a decision was a good idea or not. That being said, the law in Oregon on review of governmental actions has been described by the Oregon Supreme Court as "unpredictable" and the Court noted that "the most intelligent lawyer rarely can advise the client with any measure of confidence" how to proceed.

Oregon Revised Statute -

198.866 Annexation of city to district; approval of annexation proposal; election.

- (1) The governing body of a city may adopt a resolution or motion to propose annexation to a district for the purpose of receiving service from the district. Upon adoption of an annexation proposal, the governing body of the city shall certify to the district board a copy of the proposal.
- (2) The district board shall approve or disapprove the city's annexation proposal. If the district board approves the proposal, the district board shall adopt an order or resolution to call an election in the district unless otherwise provided in subsection (3) of this section.
- (3) The district board is not required to call an election if:
 - (a) The population of the city is less than 20 percent of the population of the district; or
 - (b) The entire boundary of the city is encompassed within the boundary of the district.
- (4) Notwithstanding subsection (3) of this section, if 10 percent of the electors or 100 electors of the district, whichever is less, sign and present to the county board a petition requesting an election, the board shall call an election in the district. The petition shall be in conformity, to the greatest extent practicable, with ORS 198.750, 198.760, 198.765 and 198.770.
- (5) The order or resolution of the district board shall include the applicable matters specified in ORS 198.745. In addition the order or resolution may contain a plan for zoning or subdistricting the district as enlarged by the annexation if the principal Act for the district provides for election or representation by zone or subdistrict.
- (6) The district board shall certify a copy of the resolution or order to the governing body of the city.
- (7) Upon receipt of the resolution or order of the district board, the governing body of the city shall call an election in the city on the date specified in the order or resolution of the district board.
- (8) An election under this section shall be held on a date specified in ORS 255.345 that is not sooner than the 90th day after the date of the district order or resolution calling the election. [1983 c.142 §2 (enacted in lieu of 198.865); 1993 c.417 §1; 2003 c.219 §1]

NEWBERG CITY COUNCIL MEETING INFORMATION

STUDY SESSION

Prepared by: Sue Ryan

Meeting Date: March 27, 2017

Councilors	Roll Call
ANDREWS, Bob, Mayor	X
BACON, Denise	X
COREY, Mike	A
DELLE, Hayley	X
ESSIN, Scott	X
JOHNSON, Patrick	X
McKINNEY, Stephen	X

Meeting adjourned at 7:54 p.m.