

City of Chehalis Post Annexation Fire and EMS Service Plan for the Urban Growth Area (UGA).



The City of Chehalis is committed to maintaining and enhancing Fire, Rescue, and Emergency Medical services for all residents within the Urban Growth Area (UGA) following annexation approval. The following summarizes the City's 2026/2027 operational expansion and long-term service strategy.

Staffing plan and Personnel Readiness.

Upon approval of the Annexation by the City Council and Board of County Commissioners, the City will hire six additional firefighters to staff the expanded service area and support a two-station response model.

Hiring Schedule

- Two Firefighters will be hired in July of 2026
- Four additional Firefighters will be hired in the fall of 2026
- All personnel will be trained and operational procedures and operational ready by January 1, 2027

This will ensure seamless service on Day one of Chehalis Fire Department taking responsibility for Fire and EMS response of the UGA.

South End Fire Station

To provide UGA residents with rapid, reliable services, Chehalis will open a South End Fire Station in 2026.

The city has secured partnerships with local developers who identified multiple suitable locations for an immediate temporary South-end fire station site.

These partnerships ensure the city can stand up an operational Fire and EMS services in the UGA area without delay, while long-term decisions are discussed, researched, and finalized.

Daily Staffing and Response Capabilities.

- Chehalis Fire Department will staff the South End station with one Firefighter/EMT and one Firefighter/Paramedic 365 days a year.
- Projected response time will reduce to 4 to 6 minutes , depending on locations and type.

Apparatus Assigned to the South End Fire Station:

This city currently owns three Structural engines ranging from 10 to 30 years of age. City also owns two Ambulances equipped with Advanced Life Support (ALS) capabilities, the newest Ambulance to arrive in February of 2026. This City will assign the following equipment to the South End.

- One Structural Engine.
- One Ambulance (ALS).
- One Tender.

This deployment will ensure full structural fire, rescue, and EMS coverage for both hydrated and non-hydranted areas.

Impact of Potential Partnership or Merger:

The City's need to construct a permanent south-end fire station is directly influenced by the long-term partnership and outcome with Lewis County Fire District 6.

If a voter approved merger between the agencies or a functional consolidation of operations is achieved, regional station planning would be coordinated to avoid duplication, improve operational efficiency, and strengthen service reliability.

If a merger with District 6 is not achievable, the City will proceed with:

- Selecting permanent south end station locations.
- Propose a plan to City council regarding the designing, engineering and constructing a City-owned fire facility to permanently serve the UGA residents.

This approach provided fiscal responsibility and operational alignment regardless of merger outcome.

Water Supply and Rural Firefighting Readiness

For the non-hydranted areas identified in the UGA, the City will adopt our Strategic Plan for Tender Operations in the UGA. Reference additional attached Tender Plan.

Continuation of Automatic Aid and mutual Aid

Like all agencies throughout the County, Chehalis Fire Department intends to continue all partnerships with neighbor Fire District for mutual/automatic aid. In addition, we will continue our partnership with our County wide EMS consortium, maintaining our service agreement with Medix Ambulance service augment out EMS Transport services for the Community.

These agreements preserve regional support for structure fires, high acuity EMS calls, and simultaneous incident like all surrounding agencies.

Commitment to equal or enhance Service Levels.

With this expansion plan, the City will provide UGA residents with:

- Faster response times
- Dedicated apparatus and staffed unit in the UGA
- Increased operational resilience during simultaneous incidents

Service levels will meet or exceed those currently provided in the UGA today.

Summary

Once the Annexation of the UGA is approved, the City of Chehalis will immediately begin the process of expanding fire and EMS services to make every neighborhood in the UGA receive professional emergency response.

- The City will hire six new firefighters in 2026.
- A new South End Fire Station will open inside the UGA in 2027 using temporary facilities arranged with partnerships.
- The Fire Station will be staffed every day, all year, with two firefighters, a Fire Engine and a Medic Unit.
- For areas without fire hydrants, the City will also place a water tender in-service to ensure strong firefighting capability.

- Chehalis will continue to work with our neighboring departments and Ambulance partners to ensure additional units are available when needed. (retain current Mutual/Auto Aid Agreements).
- Permanent fire station will be planned depending on the outcome of ongoing merger discussions with Fire District 6 .

This plan will give UGA residents stronger emergency coverage and continue fire and EMS services within the UGA without interruption.

Strategic Plan for Tender Operations for Non-Hydranted Areas in the UGA



1. Purpose

To establish a reliable, efficient, and standardized water supply strategy for fire suppression operations within the annexed portions of the Urban Growth Area (UGA) that do not have hydrants or hydrants with limited water flow. This plan ensures adequate fire flow, coordinated tender operations, and clear tactical priorities to protect life and property.

2. Strategic Objective

- a) Guarantee uninterrupted water supply for structural and wild-land urban interface incidents.
- b) Standardize tender shuttle operations among all responding agencies.
- c) Establish primary and secondary water source locations with pre-planning.
- d) Improve safety and efficiency through clear roles, communications, and training.
- e) Integrated tender operations into automatic aid/functional consolidation plans with District 5, District 6 and Chehalis Fire Department.

3. Operational Overview

Water supply philosophy: Non-Hydranted operations will utilize a three-phase model:

- a) Initial Attack supply – water from first-second due engines/tender combination.
- b) Sustain water supply – Tender shuttle operations with driveway lay or dump tank operations.
- c) Long duration water supply – multi-tender rotation (water on wheels evolution) or drafting from static sources.

4. Pre-incident planning

Water source identification – Conduct GIS- driven pre-plan mapping of :

- a) Existing hydrants in the UGA in proximity to non-hydranted communities.
- b) Pressurized agricultural systems (if usable).
- c) Static Sources: Rivers, creeks, ponds.
- d) Drafting sites (approved, accessible year-round).

- e) Private water tanks or cisterns.
- f) Dry Hydrants (current and potential installation sites).

Each source will include

- a) GPS coordinates.
- b) Seasonal Access evaluation.
- c) Flow/volume estimate.
- d) Approach/turnaround suitability for tenders.

Deliverable: UGA Tender Water supply map and quick reference guide.

5. Roadway/Tender Access Assessment

Assess:

- a) Narrow rural roads.
- b) Bridges with weight limits.
- c) Turnarounds for 3000-gallon tenders.
- d) Dead end roads requiring drive through or back-up plans.

Outcome: Routing Templates for each annexed operational area in the UGA

6. Tactical Framework

Initial attack strategy (First 10 Minutes)

- a) First and second due Engine begins attack with onboard water.
- b) First due Tender supplies attack pumbers via:
 - o Direct pumping, or
 - o Nurse tender operations (preferred for fast attack).
- c) IC immediately declares if a water supply group is needed (Assigns water supply office)?

7. Water Supply Group Structure

Water supply Group Supervisor (WSGS) will:

- a) Establish dump tank site(ideally dual 3000 Gallon tanks)
- b) Manage tenders and maintain shuttle flow
- c) Coordinate with operations on required gpm.
- d) Ensure Safety at dump and fill sites.

Key positions:

- Dump Site Manager.
- Fill Site Manager.
- Tender Traffic Controller (For Narrow Roadways).

8. Tender Shuttle Operation

Standard Configurations

- a) Driveway lay: Nurse Tender or Engine with 1000 GPM minimum to provide water flow to attack pumper via Large Diameter Hose (LDH).
- b) Dump Tanks: Ideal two have 3,000-gallon Porta-Tanks, hard suction manifold, and jet siphon.
- c) Tender size 2000 to 3000 gallons typically.
- d) Fill rate goal: \leq than 2 minutes at fill site (depends on source).
- e) Turnaround Time Goal: \leq 10–12-minute cycle time.

9. Dump Site Operations

Dump site should be:

- a) Positioned uphill from incident when possible.
- b) Located on flat stable ground.
- c) Accessible via one-way loop if available.
- d) Lit for night operations.

Dump operations

- a) Gravity dump.
- b) Jet dump to manifold (preferred when multiple tenders).

10. Fill site operations

Fill site responsibilities:

- a) Establish single-direction travel path.
- b) Use LDH or 2 X 2 ½" Lines for rapid fill.
- c) Strong preference for Hydrants in the UGA within 1-5 miles.
- d) Utilize Static drafting only if flow meets 750 gpm and hydrants are not available.

11. Communications

Dedicated tactical channels:

- a) "Water Supply" Tactical Channel
- b) Unit identifiers: "Tender 48," "Tender 6-1," "Water Supply Group," etc.

Radio Traffic includes:

- a) Location and status reporting
- b) "Loaded," "Enroute to dump," "Dumping," "Returning to fill," "Out of service".

12. Safety Considerations

- a) Mandatory use of spotters at dump and fill sites.
- b) Monitor driver fatigue during multi hour shuttle operations.
- c) Tender Driver must be EVIP-certified and meet agency standards.
- d) Evaluate bridge load limits before routing.

13. Training and Deployment

Required training

- a) Annual tender shuttle drill in each UGA non-hydranted zone.
- b) Joint drills with Automatic/Mutual Aid partners.
- c) Drafting and static water source training quarterly.

d) New driver tender operations courses annually.

14. Documentation

- a) Water supply Pre-plans added to First Due Software and MDT's and Stations.
- b) On-Scene Water supply Group checklist used for every incident.

15. Equipment and Resource Needs

- a) Recommended Equipment Purchase.
- b) 1 additional 2000 – 3000-gallon Tender.
- c) 1 Porta-tank 2000 – 3000-gallon capacity.
- d) Low level strainer.
- e) Jet pump devices.
- f) Portable Pump for static sites.
- g) Pre-marked tender route signage.

16. Implementation timeline

Phase 1: 0 to 2 Months.

- Pending the outcome of our Functional Consolidation of Operations/Merger Committee.
- Map water supply sources.
- Identify fill/dump sites.
- Train Officers on strategic plan.
- Update run cards for Tender operations/dispatching.

Phase 2: 2 to 6 Months.

- Joint agency training.
- Consider/research the need for dry hydrants.
- Evaluate Tender fleet capacity.
- Add plan to SOG/SOP document.

Phase 3: 6 - 12 Months

- Conduct full scale UGA tender shuttle exercise.
- Review and improve cycle times.
- Formalize Water Supply Group operations in ILA/Consolidation framework.

17. Performance measures

- Water supply was established within 6 minutes of first due arrival.
- Sustained 500 – 1000 gpm for UGA structural Fire scenarios.
- Tender shuttle cycle time averages less than 12 minutes.
- Annual multi-agency drill completed.

Conclusion

This strategic plan creates a standardized, safe, and interoperable tender operation system for newly annexed non-hydranted UGA areas. It ensures that Chehalis Fire Department and partnering districts can consistently provide urban – level fire flow in rural environment, supporting your broader goals of operational alignment and future mergers.



City of Chehalis Fire Department

Adam Fulbright, Chief

“Committed to Excellence”

Impact Report on Fire Protection and Emergency Services

Prepared in accordance with RCW35A-14.488

Prepared for: The City of Chehalis and Lewis County Fire District 5

Prepared By: Chief, Adam Fulbright

Date: November 5, 2025, 2025

I. Introduction

This report has been prepared pursuant to a request under RCW 35A.14.488, for an assessment of the likely effects that an annexation and any associated asset transfers may have upon the safety of residents within and outside the proposed annexation area. The City of Chehalis is proposing the annexation of its Urban Growth Area (UGA), which currently receives primary fire protection and emergency medical services from Lewis County Fire District 5. This report evaluates the anticipated operational, service, and public safety impacts of that annexation, as well as potential changes in resource allocation, staffing, and response capacity, specifically relating to fire protection and emergency medical services.

II. Current Service Conditions

- Primary Service Provider: Lewis County Fire District 5
- Automatic/Mutual Aid: Existing automatic and mutual aid agreement between District 5 and the City of Chehalis Fire Department are in effect, ensuring dual response to major or concurrent incidents.
- Facilities: District 5 operates its headquarters station 5-1 at 105 2nd Ave SE, Napavine WA 98565 and Station 5-2 (Volunteer staff) at 3338 Jackson Hwy, Chehalis WA 98532 within the proposed annexation area.
- Staffing and equipment: District 5 provides structural fire protection, rescue, and EMS coverage utilizing a combination of career and volunteer staffing.
- Response Times: Station 51 located at station at 105 2nd Ave SE, Napavine WA 98565; response time into the UGA ranges from 4 to 7 minutes depending on incident location and conditions. Average response times within the UGA currently meet or exceed recognized suburban standards.

III. Proposed Annexation Overview

The City of Chehalis proposes to annex the Urban Growth Area (UGA) to establish consistent governance, planning, and service delivery under city jurisdiction. No asset transfers or equipment exchanges between the City of Chehalis and District 5 are proposed at this time. The annexation will not alter existing automatic or mutual aid response protocols immediately upon adoption.

IV. Impact on Fire and EMS Services

A. Inside the annexation area

Continuity of Service (2025-2026): Because the proposed annexation will occur after August 1, 2025, Lewis County Fire District 5 will retain its current assed valuation revenues associated with its Fire and EMS levies through calendar year 2026. During this period, the district shall continue to provide fire protection and EMS response to the Urban Growth Area (UGA) at current levels without reduction in staffing or apparatus availability.

Transition period (2026-2027): Beginning January 1, 2027 the district will experience an estimated 16% (\$263,489,648) reduction in assessed valuation, resulting in a decrease in revenue from both its fire and EMS levy estimated at (\$440,451.00). This reduction represents the point at which the City of Chehalis will begin assuming direct Fire and EMS responsibility within the annexed UGA.

Depending on the outcome of our current negotiations for Functional Consolidation of Operations and merger of departments. The city may need to assume operational responsibility before January 1st, 2027 at which time the City and District may negotiate funding or cost sharing measures consistent with RCW 35A.14.400 to ensure adequate staffing and continuity of service?

Future City Service Expansion: In preparation for this transition, the City of Chehalis intends to develop and open a South End Fire Station prior to the end of 2026. The new facility, along with current response vehicles (Engine 48-2, Medic 48-2, and Brush 48) and additional staffing of 6 Firefighters, will enhance current service levels and response times with a 2-to-5-minute response for the UGA residents depending on incident location and conditions once city coverage begins on January 1, 2027.

B. Outside the Annexation area

District 5 stability (2025-2026): No negative impacts are anticipated to residents outside the UGA during 2026. The district will retain its full budget and continue to operate from its Station 5-1 at 105 2nd Ave SE, Napavine and Station 5-2 at 3338 Jackson Hwy.

Post Annexation impact (2027 and beyond): After the reduction in assessed value takes effect, District 5 may experience financial limitations that could require adjustments in deployment or long-term planning; however, these will not comprise immediate public safety if interlocal coordination is

maintained. The City of Chehalis and Lewis County Fire District 5 intend to negotiate mutual aid agreements during 2026.

Public Safety Impact Mitigation

Potential Impact	Analysis	Mitigation Measure
Reduction in District 5 service area.	Minimal, Station 5-1 and 5-2 remains operational.	Maintain Automatic aid and response agreements.
Jurisdictional confusion during transition.	Possible, without clear ILA language.	Develop detailed response matrix in interlocal agreement.
Revenue adjustment due to annexation.	Administrative and fiscal impact.	District 5 Legislative Board will need to plan for adjustments in revenue impact in 2027. Alternative is to implement a full voter approved merger of organizations into one department.
Dispatch Coordination	Currently unified through Lewis County 911.	Maintain Joint response and amend run cards in preparation for January 1, 2027 change over.

V. Findings

1. The proposed annexation does not pose a material risk to safety of residents either within or outside the proposed annexation area.
2. Pending the outcome of current negotiations regarding the functional consolidation of operations and planning for potential merger or formation of a regional fire authority between the City of Chehalis, and Lewis County Fire District 5. Additional consideration may arise concerning RCW 35.13.215 (transfer of employees) and RCW 35A.14.400 (Ownership of assets of fire protection districts. Any such future developments may create operational or fiscal impacts that warrant further analysis and inclusion in subsequent agreements.
3. Continued reliance on mutual and automatic aid ensures redundancy and resiliency in fire and EMS response.
4. A future interlocal agreement (ILA) should clearly address service expectations, fiscal adjustments if needed, and long-term cooperative planning.
5. The proposed annexation, occurring after August 1, 2025, allows for an orderly fiscal and operational transition.
6. District 5 will retain its full-levy revenue through 2026, ensuring uninterrupted services and operational readiness.

7. Effective January 1, 2027, the District will experience an approximate 16% reduction in revenue, at which time the City of Chehalis will assume full fire and EMS service responsibility for the annexed UGA.
8. The City's planned development of a South End Fire Station and staffing expansion provides adequate mitigation for any loss of coverage or service capability that might otherwise occur.
9. Both parties may consider, with mutual agreement and voter approval, the option of full consolidation of the City of Chehalis Fire Department and Lewis County Fire District 5 into a single regional agency.

VI. Conclusion

Based on current information, the annexation of the Urban Growth Area by the City of Chehalis will not adversely affect the safety of residents within or outside the annexed area. The continued collaboration between the City of Chehalis Fire Department and Lewis County Fire District 5 will maintain effective, timely, and professional emergency services. It is recommended that the City and District finalize an interlocal agreement outlining operational coordination and communication protocols to ensure sustainable service delivery throughout the transition.



City of Chehalis Fire Department

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Impact Report on Fire Protection and Emergency Services

Prepared in accordance with RCW35A.14.488

Prepared for: The City of Chehalis and Lewis County Fire District 6

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Date: November 5, 2025, 2025

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II. Current Service Conditions

- Primary Service Provider: Lewis County Fire District 6
- Automatic/Mutual Aid: Existing automatic and mutual aid agreement between District 6 and the City of Chehalis Fire Department are in effect, ensuring dual response to major or concurrent incidents.
- Facilities: District 6 operates its headquarters station at 2123 Jackson Highway, Chehalis WA 98532 within the proposed annexation area.
- Staffing and equipment: District 6 provides structural fire protection, rescue, and EMS coverage utilizing a combination of career and volunteer staffing.

- Response Times: Station 61 located at 2123 Jackson Hwy; response time into the UGA ranges from 4 to 7 minutes depending on incident location and conditions. Average response times within the UGA currently meet or exceed recognized suburban standards.

III. Proposed Annexation Overview

The City of Chehalis proposes to annex the Urban Growth Area (UGA) to establish consistent governance, planning, and service delivery under city jurisdiction. No asset transfers or equipment exchanges between the City of Chehalis and District 6 are proposed at this time. The annexation will not alter existing automatic or mutual aid response protocols immediately upon adoption.

IV. Impact on Fire and EMS Services

A. Inside the annexation area

Continuity of Service (2025-2026): Because the proposed annexation will occur after August 1, 2025, Lewis County Fire District 6 will retain its current assed valuation revenues associated with its Fire and EMS levies through calendar year 2026. During this period, the district shall continue to provide fire protection and EMS response to the Urban Growth Area (UGA) at current levels without reduction in staffing or apparatus availability.

Transition period (2026-2027): Beginning January 1, 2027 the district will experience an estimated 26% (\$632,979,918) reduction in assessed valuation, resulting in decreased revenue from both its fire and EMS levy estimated a1 (\$780,872.00). This reduction represents the point at which the City of Chehalis will begin assuming direct Fire and EMS responsibility within the annexed UGA.

Depending on the outcome of our current negotiations for Functional Consolidation of Operations and merger of departments. The city may need to assume operational responsibility before January 1st, 2027 at which time the City and District may negotiate funding or cost sharing measures consistent with RCW 35A.14.400 to ensure adequate staffing and continuity of service?

Future City Service Expansion: In preparation for this transition, the City of Chehalis intends to develop and open a South End Fire Station prior to the end of 2026. The new facility, along with current response vehicles (Engine 48-2, Medic 48-2, and Brush 48) and additional staffing of 6 Firefighters, will enhance current service levels and response times with a 2-to-5-minute response for the UGA residents depending on incident location and conditions once city coverage begins on January 1, 2027.

B. Outside the Annexation area

District 6 stability (2025-2026): No negative impacts are anticipated to residents outside the UGA during 2026. The district will retain its full budget and continue to operate from its headquarters at 2123 Jackson Highway.

Post Annexation impact (2027 and beyond): After the reduction in assessed value takes effect, District 6 may experience financial limitations that could require adjustments in deployment or long-term planning; however, these will not comprise immediate public safety if interlocal coordination is maintained. The City of Chehalis and Lewis County Fire District 6 intend to negotiate mutual aid agreements during 2026.

Public Safety Impact Mitigation

Potential Impact	Analysis	Mitigation Measure
Reduction in District 6 service area.	Minimal, Station 6-1 remains operational.	Maintain Automatic aid and response agreements.
Jurisdictional confusion during transition.	Possible, without clear ILA language.	Develop detailed response matrix in interlocal agreement.
Revenue adjustment due to annexation.	Administrative and fiscal impact.	District 6 Legislative Board will need to plan for adjustments in revenue impact in 2027. Alternative is to implement a full voter approved merger of organizations into one department.
Dispatch Coordination	Currently unified through Lewis County 911.	Maintain Joint response and amend run cards in preparation for January 1, 2027 change over.

V. Findings

1. The proposed annexation does not pose a material risk to safety of residents either within or outside the proposed annexation area.
2. Pending the outcome of current negotiations regarding the functional consolidation of operations and planning for potential merger or formation of a regional fire authority between the City of Chehalis, and Lewis County Fire District 6. Additional consideration may arise concerning RCW 35.13.215 (transfer of employees) and RCW 35A.14.400 (Ownership of assets of fire protection districts. Any such future developments may create operational or fiscal impacts that warrant further analysis and inclusion in subsequent agreements.
3. Continued reliance on mutual and automatic aid ensures redundancy and resiliency in fire and EMS response.
4. A future interlocal agreement (ILA) should clearly address service expectations, fiscal adjustments if needed, and long-term cooperative planning.
5. The proposed annexation, occurring after August 1, 2025, allows for an orderly fiscal and operational transition.

6. District 6 will retain its full-levy revenue through 2026, ensuring uninterrupted services and operational readiness.
7. Effective January 1, 2027, the District will experience an approximate 26% reduction in revenue, at which time the City of Chehalis will assume full fire and EMS service responsibility for the annexed UGA.
8. The City's planned development of a South End Fire Station and staffing expansion provides adequate mitigation for any loss of coverage or service capability that might otherwise occur.
9. Both parties may consider, with mutual agreement and voter approval, the option of full consolidation of the City of Chehalis Fire Department and Lewis County Fire District 6 into a single regional agency.

VI. Conclusion

Based on current information, the annexation of the Urban Growth Area by the City of Chehalis will not adversely affect the safety of residents within or outside the annexed area. The continued collaboration between the City of Chehalis Fire Department and Lewis County Fire District 6 will maintain effective, timely, and professional emergency services. It is recommended that the City and District finalize an interlocal agreement outlining operational coordination and communication protocols to ensure sustainable service delivery throughout the transition.