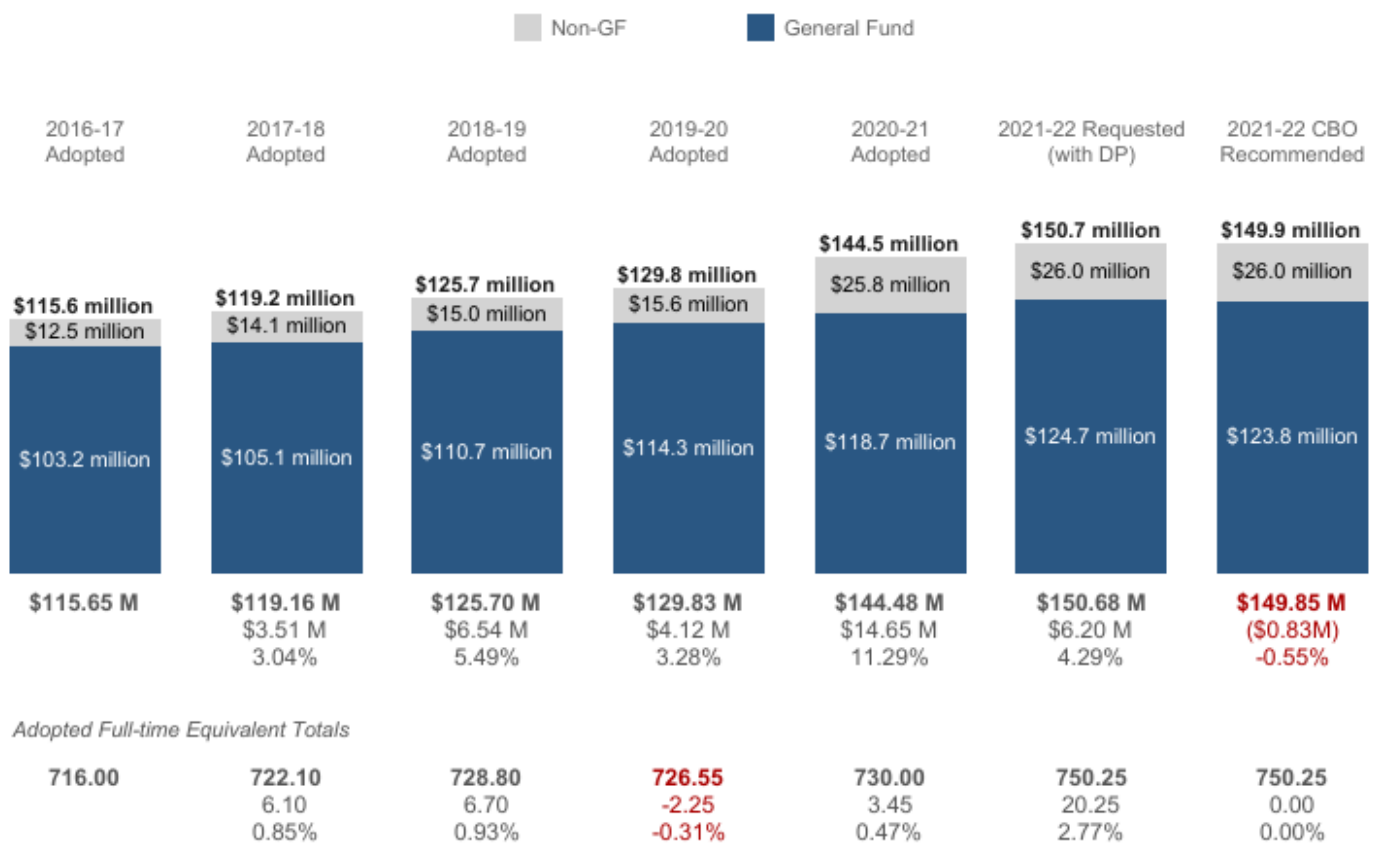




Portland Fire & Rescue

Analysis by Jane Marie Ford

Adopted Budget Revenues | 5-Year Lookback



INTRODUCTION

The City has been grappling with the need to holistically review and strategically align its public safety system for several years. Assessing public safety response as a system formally began with a Budget Note in FY 2019-20 focused on reducing response times, more effectively triaging calls to the appropriate service providers, identifying resources for what was then called “Rapid Street Response,” and assessing opportunities to consolidate shared functions across the Bureau of Emergency Management, the Bureau of Emergency Communications, Portland Police Bureau,

and Portland Fire & Rescue. This effort has evolved in tandem with the external circumstances of the COVID-19 pandemic and economic crisis, unmet needs for those experiencing unsheltered homelessness, and a renewed reckoning around racial justice.

At a recently convened series of Work Sessions on FY 2021-22 budget priorities, all five members of Council agreed that Community Safety was a top priority, although bringing varied perspectives and definitions to what that means. A follow-up memo issued on February 5th outlined a proposal for next steps, including operational changes that may be considered as part of FY 2021-22 budget development as well as longer-term action items identifying new strategies, service, models, and opportunities for upstream investments.

The timing of these conversations complicates analysis of the PF&R FY 2021-22 Requested Budget. The City Budget Office is making recommendations to close an immediate projected General Fund gap of \$6.8 million in ongoing and \$13.4 million in one-time resources based on a February forecast update. Given that the allocations for Portland Fire & Rescue, the Portland Police Bureau, and the Portland Bureau of Emergency Communications comprise approximately 58% of the total FY 2021-22 base General Fund discretionary budget, it will not be possible to close the forecasted ongoing funding gap without some level of cut to these bureaus. However, the current proposed reduction options were developed independently, and neither include specific consolidation strategies or more holistic changes to service models.

- At a high level, CBO recommends that Council preserve currently proposed structures and staffing levels in Portland Fire & Rescue until there is a clearer vision and timeline for the new community safety system. This will help prevent service interruption and premature decisions about cuts that may or may not align with the ultimate community safety plan.
- As major changes to sworn staffing models will likely require bargaining, the future community safety plan should align with next contract agreement with the Portland Fire Fighter's Association (PFFA); the current contract is set to expire on June 30th, 2023.

BASE BUDGET & KEY ISSUES

Proposed Budget Reductions & Impact on Emergency Response

From FY 2016-17 to FY 2019-20, Portland Fire & Rescue has been required to submit a total of \$13.6 million in reduction options for Council consideration. As PF&R's budget is primarily comprised of personnel costs, the bureau has mainly put forward reduction options that would reduce frontline services. With a few exceptions¹, Council has not taken these cuts due to the anticipated impact on response times.

Generally, station closures are estimated to increase response times to emergencies in the impacted Fire Management Area (FMA) by 90 seconds on average, and potentially up to 2-3 minutes in some scenarios. Residents in the surrounding FMAs will also likely experience increased response times, as local stations are required to absorb the increased call volume. For

¹ This includes disbanding the dive team in FY 2017-18, which did not reduce FTE but resulted in \$94,900 in premium savings; and reducing Station 23's service level to a Rapid Response Vehicle on all three shifts, decreasing ongoing General Fund discretionary resources by \$302,832 and eliminating two firefighter positions.

the highest acuity calls, these delays can be critical, as:

- Fires double in size every minute;
- Brain death due to lack of oxygen begins at four minutes without intervention; and
- The ability to resuscitate a person² decreases 10% every minute advanced life support measures are delayed.³

Accordingly, CBO has largely not recommended, and Council has generally not accepted, any budget reductions from Portland Fire & Rescue due to the anticipated impact on response times as delayed response relates to both potential loss of life and property. Without a fundamental change to the current PF&R response *model*, it is difficult to identify an acceptable service level reduction to this core life safety function. Even at current funding levels, target response times for high-priority incidents are already over two minutes from the national standard.

As the bureau notes in its Requested Budget⁴ (pg. 40), there are two major strategies for reducing response times: one is to add capacity, and the other is to improve the efficiency of the overall emergency response system. The latter is also critical for identifying more cost-effective service delivery options while improving response times for critical incidents. The City has an additional goal of facilitating the appropriate response for the need of the caller, which requires innovative strategies outside of the traditional emergency response model.

Reducing Call Volume & Facilitating Appropriate Response to Non-Emergent Calls

FY 2019-20 was the second year in a row where PF&R saw a small decline in call volume after years of steady growth driven by increased population, more calls for medical service, and unmet needs from other systems related to behavioral health, affordable housing, and other support. This decline is attributed to changes in response protocols for specific types of lower acuity calls that used to require a dual response from an ambulance and PF&R apparatus. Conversely, this means that there has been a small uptick in the percentage of calls PF&R responds to that do not pertain to fire or medical emergencies, representing 28% of all dispatched incidents in FY 2019-20 and trending slightly higher in the current fiscal year.⁵

² The bureau's current year successful cardiac arrest resuscitation rate is 26% based on performance data submitted for the Requested Budget.

³ These data points were shared at the Portland City Council Work Session, Council Priorities Retreat #2: Community Safety. February 2, 2021. Available at https://www.youtube.com/watch?v=oJmHG0_FIPg.

⁴ Portland Fire & Rescue Fiscal Year 2021-22 Requested Budget. Available at <https://www.portlandoregon.gov/cbo/article/780707>.

⁵ Source: Portland Fire & Rescue budget performance data.

Total number of PF&R dispatched incidents



PF&R has or is in the process of implementing several other initiatives that aim to redirect non-emergent calls to a more appropriate response. These programs offer promising options to produce better service more cost-effectively; however, the full potential of these programs will only be realized if they are paired with changes to traditional response models. These are critical conversations to have during ensuing Community Safety Plan development.

Program	Call Volume	Annual Cost	FTE	Performance Measures related to call volume & diversion ⁶
Rapid Response Vehicles (RRV)	9,549 (5,249 sole responder)	\$2,752,318	23.50	% of lower acuity medical and public assist calls responded to by RRVs
Community Health Assessment Team (CHAT)	557 calls diverted from 911 system based on pilot	~\$300,000	2.00	Reduction in 911 usage
Portland Street Response (PSR)	TBD - 1,230 for pilot; up to 140,000 calls annually at full scale	\$4,577,547	29.00	% of calls that result in request for Police, Fire assistance or AMR transport % of calls related to drug, alcohol use, and/or mental health % of calls involving high

⁶ Portland Street Response has many additional performance measures, and this table has combined some of the measures for the ease of reading. See Portland Fire & Rescue's FY 2021-22 Requested Budget pg. 51 for more details.

- The longest-standing program is the Rapid Response Vehicle (RRV) program, which rolled out in FY 2013-14, and currently includes four RRVs at stations across the City to help divert lower-acuity calls from the traditional four-person company response. From an outcome perspective, the intent is to reduce the number of times that four-person companies are deployed so that they are available to respond to the most emergent calls, thereby reducing response time.

Savings in the cost per response derive from having only two responders on a call in a vehicle (SUV) that is less expensive to operate and maintain than an engine or truck. In 2020, RRVs were the sole responders to 5,249 calls or 6.4% of PF&R's total dispatched calls. To date, the only station where RRVs have been used to achieve overall budgetary savings is at Station 23, which was closed from 2010-2017 and reopened with *only* an RRV rather *than in addition to* four-person apparatus.

In FY 2019-20, RRVs responded to approximately two-thirds of lower acuity medical and public assist calls. Increasing this percentage to closer to the bureau's target of 75% could result in further savings when combined with possible holistic system changes based upon call volume by station, apparatus, and hours, as discussed further below.

- The **Community Health Assessment Team (CHAT) program** aims to reduce 911 calls from High Utilizers (HUs), who in this program are defined as individuals who call 911 more than three times in one month or 20 times in a six-month period. In FY 2019-20, the CHAT program worked with 48 HUs in two cohorts over 12 months. Overall, there were 60% fewer calls from high utilizers in the second half of the year following intervention from the CHAT program, which provided intensive case management and multi-system care coordination for each person.

The CHAT program is not currently operating at full capacity due to staff being partially redirected for COVID-19 related efforts. These early results were achieved with only two FTE and suggest that further investment in the program could help to not only reduce call volume but result in better outcomes and connections to services for individuals currently utilizing 911 to address needs more appropriately met by other systems. CBO notes that there may be opportunities to leverage funding from these other systems and jurisdictions and recommends considering these options as part of exploring upstream investments and connections to services.

- **Portland Street Response** launched its pilot team on February 16, 2021. The major goals of the program are to 1) reduce calls directed to Police and Fire so that those resources may be deployed for lifesaving and crime-related incidents and 2) provide "quick and compassionate response by trauma informed members trained in crisis management,

emergency medicine, and behavioral health”.⁷

Using assumptions from the CAHOOTS program in Eugene, PSR could respond to 122,000 to 140,000 calls annually.⁸ These calls would likely be diverted predominantly from Police. For the initial pilot, Portland Street Response will be responding to a subset of dispatched calls for Portland Fire & Rescue that has averaged around 1,230 total calls over the last three years or 1.5% of total PF&R dispatched calls. However, this does not take into account that there could be new, additional calls driven by the availability of Portland Street Response, or that some calls may still require additional responders.

It is also worth noting that the final staffing model will influence whether or not PSR ends up being more expensive than the traditional response model or other alternative programs discussed in this review. The current pilot includes fixed costs associated with 4-5-person City employee teams that would need to respond to a certain number of calls in order to be deemed more cost effective than the existing response model. However, the request to expand the program for Citywide deployment included in the bureau’s Requested Budget scales this back to approximately 2.5 FTE: ten, two-person response teams served by a total of five peer supporters/community health workers plus four office and training staff.

The program has a robust data tracking and evaluation strategy that will help to assess to what extent calls are able to be diverted. As with other programs discussed above, cost savings will only be realized if this program is leveraged to change or supplant elements of the existing response models. PSR will also be looking at data on service referrals, success rates, and identifying barriers and service gaps. This will be a critical area of study, as many providers already have limited capacity to respond to referrals. Although not the primary goal of the program, PSR represents an opportunity to help connect individuals to other systems that can more appropriately address unmet needs. In FY 2019-20, PF&R identified individuals as experiencing houselessness in over 12,000 PF&R incidents or almost 15% of total incidents.⁹

Alternative Staffing Models, Schedules, & Shared Services

Currently, all 31 PF&R stations are staffed and equipped for 24/7 readiness, which is the traditional fire and emergency services model. This response model recognizes that emergencies occur around the clock and, as discussed above, response time can make a critical difference in the outcome. However, call volume varies in consistent ways throughout the day and week. Peak demand strategies attempt to balance the need for baseline readiness with response options that match shifts with higher demand. A similar – and controversial – strategy is the “brownout,” which refers to temporarily closing stations, companies, and/or apparatus. This term does not

⁷ Portland Fire & Rescue FY 2021-22 Requested Budget, pg. 51

⁸ CAHOOTS responds to approximately 17% of 911 calls (both emergency and non-emergency) in Eugene. In FY 2019-20, the Portland Bureau of Emergency Communications received a total of 880,055 emergency and non-emergency calls, approximately 78% of which were dispatched.

⁹ PF&R began collecting data on housing status in FY 2018-19. The figures above for FY 2019-20 include those who identified as living in a campsite (3,235), homeless shelter (1,574), open street (6,543), in temporary shelter with friends/family (305), or in a vehicle or RV (605). Current year data is trending very similarly.

appear to have a single definition, but could include rolling brownouts, where stations across a jurisdiction are closed on one day per week, or seasonal closures based on lower call volumes (for example, for stations that primarily respond to fire emergencies).

Both options could result in budgetary savings. Converting a station or company to peak hour staffing of 10 hours per day, 7 days a week yields savings estimated at approximately \$650,000 - \$700,000 annually, or roughly half of this total for two-person RRVs. Station brownout savings would depend on the type and duration of the closure; estimated savings for a full year is approximately \$1.5 million.¹⁰

It is beyond the scope of this review to offer specific recommendations for alternative staffing options. This will require the expertise of public safety bureau staff and leadership, with input from the community, to analyze and determine a) what is required for the “baseline” 24/7 readiness and b) what specific strategies could be most effective at which stations based on data related to call volume, type, response time, and response reliability. CBO recognizes that this is an incredibly challenging conversation because it requires a determination of acceptable risk levels within the community, which is particularly fraught within the context of budgetary decision-making. Furthermore, any changes would represent a significant shift in public safety culture and require bargaining with labor partners.

CBO also recommends considering additional opportunities for shared services with other jurisdictions. This model has been employed successfully at Station 31, which includes part of Gresham. The City’s FMAs also share borders with Tualatin Valley Fire & Rescue, Scappoose Fire Department, Clackamas Fire District, Sauvie Island Rural Fire Protection District, the City of Lake Oswego Fire Department, Vancouver Fire Department, and Port of Portland Fire Department¹¹ In practice, PF&R already responds to calls outside of the existing FMAs, including a total of 6,285 calls outside of the normal operational area between 2018 and 2020.

Consolidating Support Functions

The bureau has proposed cutting six support positions as part of its required General Fund reduction. Although high-level guidance was provided by the Mayor and Office of Management & Finance’s Chief Administrative Officer about consolidating similar programs and staff across the public safety bureaus, these bureaus were not provided with specific direction to identify related reductions and each budget was developed independently. Functions that have been discussed as options for consolidation include data analysis, budget and finance, logistics, Public Information Officer roles and communications, and timekeeping. There are currently no specific consolidation proposals on the table for FY 2021-22, but staff will be developing recommendations over the next 4-8 weeks that may be included in the Mayor’s Proposed Budget.

CBO notes the following considerations in potential strategies for consolidating support functions:

- Clarifying the role, authority, and reporting structure for the new Community Safety

¹⁰ Estimates provided by PF&R upon request of the Chief Administrative Officer’s office in January 2021.

¹¹ Not all of these options would necessarily result in cost savings, as not all stations have paid firefighters or 24/7 models.

Director is the most critical step in determining what consolidation strategies are the most effective. It is not clear at this point how the current public safety directors – the Chief of Police, the Chief of Fire, the Director of the Bureau of Emergency Communications and the Director of the Portland Bureau of Emergency Management – will interact with the new Community Safety Director role.

- Some functions, such as budget, would be challenging to integrate if the existing directors continue to report directly to their Commissioner-in-Charge. However, this is likely an essential change to fully capture and reallocate any cost savings that result from consolidation strategies, changes to service models, or other innovations. Other functions, such as equipment and uniform management (quartermaster), have fewer political or policy implications, a high degree of shared functional needs, and would likely result in savings; these could likely be implemented on a relatively short timeline without any major changes to the broader public safety system.
- Any consolidation proposals should also include a detailed review of internal service charges from the Office of Management & Finance. Portland Fire & Rescue’s FY 2021-22 Requested Budget includes \$8.3 million for these costs. Both PF&R and the Portland Police Bureau have looked at options for reducing these costs as part of current year budget-closing options, and there may be opportunities for future savings through consolidation as well as other efficiencies on the service provider side.
- CBO recommends that the conversations about potential consolidation include a robust data analytics and performance strategy, including equity and vulnerability analysis related to the geospatial distribution of service levels across the City. (See Appendix A for a map that shows the Bureau of Planning & Sustainability’s Vulnerability Index with Fire Management Areas overlaid.) This is critical not only to informing which proposed service changes moved forward, but for evaluating the outcomes.

DECISION PACKAGES

5% Constraint Reduction

DP 11396, (\$6,072,841), (50.25 FTE)

Request Summary

The bureau’s required General Fund reduction includes the following:

- Elimination of six support positions (\$756,903, 5.75 FTE)
- Decommissioning the Campbell Fireboat (\$120,000)
- Eliminating the entire Rapid Response Vehicle program (\$2.7 million, 23.5 FTE)
- One full and one partial station closure (\$2.5 million, 21.0 FTE)

CBO Analysis

Further analysis of the impact of station closures and eliminating the RRV program are provided

below, as the bureau has requested that Council restore funding for these services. PF&R has not asked Council to consider adding back funds for the support positions, five of which are currently vacant or will be reassigned. The sixth position cut may result in a layoff, but the bureau notes that this position is no longer needed due to equipment and facilities upgrades reducing workload. Evaluating the impacts of cutting the remaining positions is incomplete absent details about consolidated communications and administrative functions that are likely to be considered as part of the Mayor's Proposed Budget. Under the current structure, there will be increased workload for remaining staff to absorb or functions that will not happen due to lack of capacity; additionally, administrative staff already experienced deeper cuts in the previous recession in order to preserve frontline programming.

CBO notes that the data analytics position has provided important recent analysis, which will continue to be critical moving forward as alternative response models and call reduction strategies are considered. As noted above, CBO recommends that the conversations about potential consolidation include a robust data analytics and performance management strategy.

The bureau has not requested that Council reinstate funding for the Campbell fireboat, which was built in 1927 and today is primarily used for special occasions. Many of its functions have been supplanted by the two fireboats put into service in 2015. The older vessel needs significant and expensive repairs, and it is difficult to get replacement parts due to its age. CBO recommends that Council retire the Campbell fireboat and recognize \$120,000 in ongoing savings.

Total Constraint: (\$876,903 ongoing) | (5.75 FTE)

Restore PF&R Stations

DP 11397, \$2,439,896, 21.00 FTE

Request Summary

The bureau's top priority addback restores funding for one partial and one full proposed station closure, resulting in all 39 of PF&R's four-person companies remaining fully operational.

CBO Analysis

The bureau has not identified which stations would be impacted by the cut. CBO understands the rationale for this approach, but notes that it precludes more specific analysis of the impact of the reduction and the potential for alternative strategies like peak demand staffing models or sharing services with other jurisdictions. For example, average daily call volume in 2020 ranged from 1 to 19 calls across the 31 Fire Management Areas.

If Council wishes to consider station changes for FY 2021-22, CBO would recommend undertaking a far more robust analysis and community engagement process before determining which stations are the best candidates for full or partial closure, reduced schedules, deployment of additional Rapid Response Vehicles, or shared services with neighboring fire districts. It would likely be challenging to close a station starting July 1st, and one-time bridge funding may be required to smooth operations.

CBO notes that that the savings of a station closure is likely higher than what was included in the 5% reduction – proposed savings did not include expenses related to outfitting firefighters,

building operations and maintenance, and apparatus and associated maintenance costs, among other costs – although this would vary depending on whether the closure was permanent. The only station closed in recent history was kept in good condition and reopened several years later.

While changes to station operations should be considered in the future, CBO is not recommending cuts to frontline PF&R services in FY 2021-22 pending next steps in the community safety conversation and evaluation of the future public safety system response. Therefore, CBO recommends restoring resources for the proposed full and partial station closure.

CBO Recommendation: \$2,439,896 ongoing | 21.00 FTE

Restore RRVs

Restore RRV 11, DP 11398, \$750,939, 6.50 FTE

Restore RRV 19, DP 11399, \$750,939, 6.50 FTE

Restore RRV 23, DP 11400, \$789,092, 6.50 FTE

Restore RRV 31, DP 11401, \$461,348, 4.00 FTE

Request Summary

The bureau has requested to restore funding for each of the four Rapid Response Vehicles, in priority order based on the number of calls on which the RRV was the sole responder.

CBO Analysis

PF&R has proposed eliminating the entire Rapid Response Vehicle program as part of its required General Fund constraint. This is estimated to result in an additional 5,249 low-acuity calls that 4-person companies would be required to pick up, increasing response times and costs per incident. CBO also notes that, on average, RRVs serve Fire Management Areas with more households below the poverty line and with a higher representation in the BIPOC population.

	Budget	FTE	Calls in 2020	Apparatus ranking (out of 43)	Vulnerability ranking (out of 31 FMAs)
RRV 11 – Lents	\$750,939	6.5	2,335 (1,155 sole responder)	22	3
RRV 19 – Montavilla & Mt Tabor	\$750,939	6.5	3,129 (1,801 sole responder)	9	7
RRV 23 – Brooklyn	\$789,092	6.5	1,622 (424 sole responder)	32	23
RRV 31 – Centennial &	\$461,348	4.0	2,463 (1,869 sole responder)	19	6

CBO is not recommending reductions to PF&R frontline services in FY 2021-22 pending a more comprehensive review of the public safety system. As discussed above, RRVs are a relatively cost-effective strategy for addressing lower acuity calls and are able to respond more quickly to more serious emergencies while other apparatus are still in route: in 2020, RRVs responded to a total of 869 higher acuity calls. As part of the public safety conversations, CBO recommends reviewing this data more closely to determine whether it would be appropriate to further expand the types of calls that RRVs are dispatched to as the primary response.

However, it is more feasible on a shorter timeline to make adjustments to the RRV program than the traditional four-person company response. Therefore, Council could consider the following alternative options to generate cost savings in FY 2021-22 and beyond:

- Partial savings could be achieved by adding back some or all of the RRVs on a peak staffing schedule (10 hours per day 7 days per week). This is similar to the model currently utilized by Tualatin Valley Fire & Rescue.¹²
- RRV 23 could be temporarily re-closed (“mothballed”). RRV 23 is the only responder out of Station 23, which was closed completely from 2010 to 2017. This closure would not result in layoffs, as those positions would be reassigned to the Traveler Pool to backfill shifts at other stations; this would likely reduce bureau overtime costs, leading to further cost savings. RRV 23 serves an FMA that is less vulnerable than the average FMA, attends the fewest calls out of the RRVs, and is in a relatively less busy FMA (ranked 25 out of 31).

CBO Recommendation: \$2,752,318 ongoing | 23.50 FTE

Portland Street Response

DP 11402, \$3,258,546, 22.0 FTE

Request Summary

As part of the FY 2020-21 Adopted Budget, City Council set aside \$4.8 million in ongoing resources for Portland Street Response (PSR). The program launched in February 2021, and this request includes the one-time and ongoing costs from this set-aside to support 10 PSR teams in FY 2021-22.

CBO Analysis

The requested budget includes the program’s current best estimates of how to scale the PSR program to fit within the remaining ongoing allocation¹³. The first pilot team launched on

¹² Portland’s RRV program was modeled off of the TVF&R CARS program, which was implemented in 2010 to help manage an increasing number of non-emergent medical and fire calls. Today, TVF&R has both response cars and medic units that can respond to situations that do not require deployment of a traditional four-person engine, operating on both 24/7 and peak hour demand schedules: <https://www.tvfr.com/163/Response-Cars-Medic-Units>

¹³ Portland Fire & Rescue’s FY 2021-22 Current Appropriation Level Target includes \$965,401 in ongoing personnel costs that was allocated in the FY 2020-21 Fall Supplemental Budget. With the 5% cut, there is \$3.7 million in ongoing resources

February 16th, with the second team scheduled to roll out in August 2021. The program may need to adjust assumptions based on results of the initial pilot.

CBO recommends this request as Council has already determined that this program is a priority for the City and set aside resources to fund Citywide rollout. However, given the current General Fund forecast, CBO acknowledges that there are Citywide service level tradeoffs to following the proposed scope, scale, and timeline. Council could consider the following:

- Based on current projections, it is likely that up to \$2.0 million in resources set aside in FY 2020-21 for this program will not be needed in the current fiscal year. Those resources could be carried over and used to free up General Fund contingency for other Council priorities in FY 2021-22.
- Council could consider a more gradual program ramp-up to allow for more evaluation of the pilot team results and to potentially redeploy General Fund resources on a one-time basis for other services that may otherwise be cut in order to balance the budget. There may be other benefits to rolling out fewer PSR teams in FY 2021-22, such as being able to test the capacity of the system, the feasibility of redirecting calls, the ability to connect program participants with follow-up services, and overall cost-effectiveness of the model.

As of the time of this review, there is legislation being considered at both the State and Federal level that may make additional funding sources available to support Portland Street Response. These resources could potentially be used in the future to offset program costs and allow Council to reallocate General Fund resources for other priorities, or to expand the PSR program further should the pilot support the case for additional teams or services:

- [Oregon House Bill 2417](#) would establish a program within the Department of Human Services to provide 50% matching grants for city or county mobile crisis intervention team programs.
- [Senate Bill S.4441](#) (the “CAHOOTS” Act) would “allow[] state Medicaid programs to cover certain community-based mobile crisis intervention services for individuals experiencing a mental health or substance-use disorder crisis outside of a facility setting.”

CBO Recommendation: \$3,612,146 ongoing | (\$353,600 one-time¹⁴) | 22.00 FTE

Capital Set-Aside: Station 12 Roof

DP 11438, \$150,000, 0.00 FTE

Request Summary

The bureau previously submitted this request in FY 2020-21 to replace the roof at Station 12. The roof has had routine leaks over the last decade that have cost over \$50,000 to repair, and is expected to have a major failure in the next ten years. The \$150,000 request would ensure that

remaining in General Fund policy set-aside for this program.

¹⁴ The bureau’s request for FY 2021-22 reflects partial-year vacancy savings due to the expected timeline for hiring new positions. This is partially offset by one-time program costs, including training, operating supplies, and vehicle purchases.

the station has a functioning roof for the next 20 years.

CBO Analysis

This project has a benefit/cost ratio of 6.81. The main benefit of this investment is to avoid service disruption. The assumption is that roof failure would require station closure for one month, requiring neighboring stations to respond to emergencies during that time. This would be expected to increase overall incident response times. Given limited resources available in capital set-aside in FY 2021-22 and the relatively lower benefit/cost ratio compared to other Citywide projects, CBO has not recommended funding at this time.

The bureau has estimated a total need of \$1.1 million over the next five years for roof replacements. Since the remaining funds from the last General Obligation (GO) bond are being spent down in FY 2020-21, PF&R will need to identify a new funding source moving forward to ensure that roofs can be replaced at regular intervals to avoid more expensive damage and repairs at its 35 facilities. This is just one of the costs being considered for a new GO bond in the next few years, which is likely the only funding option that will be able to cover the magnitude of currently unfunded major maintenance projects.

CBO Recommendation: \$0 one-time

Capital Set-Aside: Training Center Pavement

Training Pavement, DP 11439, \$580,000, 0.00 FTE

Request Summary

This request would repave the grounds at the bureau's Training Center, which are over 40 years old and deteriorating due to the wear-and-tear of heavy apparatus. The damaged pavement also poses an environmental pollution risk; the bureau has taken steps to combat this issue, but continued deterioration has led to elevated concentrations of contaminants in the groundwater.

CBO Analysis

This project has a benefit/cost ratio of 2.13. The main benefit comes in the reduction of wear-and-tear to apparatus. Given limited resources available in capital set-aside in FY 2021-22 and the low benefit/cost ratio compared to other Citywide projects, CBO has not recommended funding at this time. CBO reiterates its recommendation from last year that PF&R work with the Portland Bureau of Transportation to determine the cost and feasibility of having PBOT conduct maintenance on the Training Ground. Alternatively, this project could be included in the General Obligation bond noted above as part of the broader Training Facility project.

CBO Recommendation: \$0 one-time

Capital Set-Aside: LED Lights

DP 11440, \$100,000, 0.00 FTE

Request Summary

The bureau resubmitted a request from FY 2020-21 to replace bulbs and fixtures at 25 sites with more energy-efficient LED lighting. This builds on the result of a pilot program at three stations

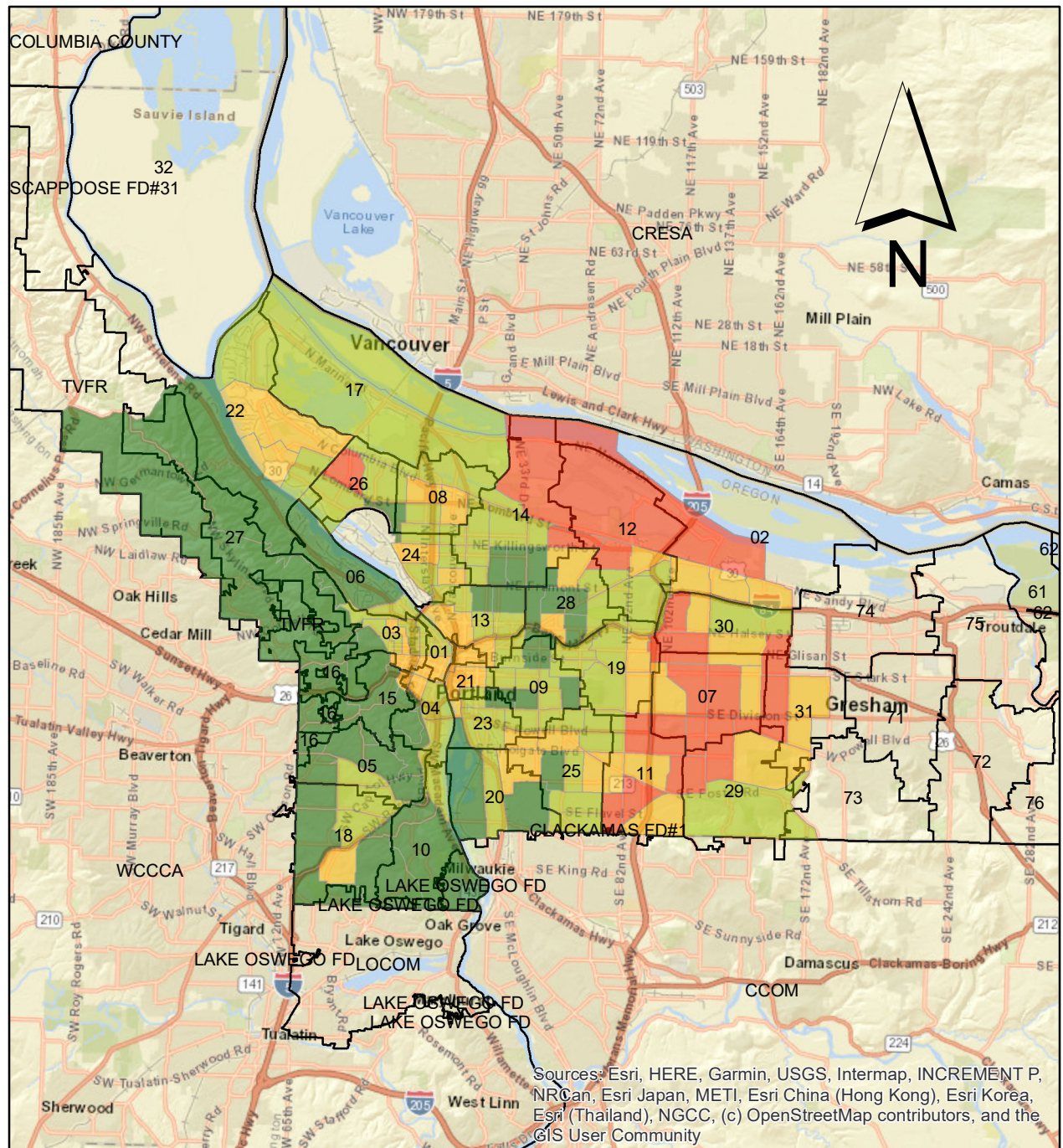
that resulted in 11.9% more in electricity cost savings compared to the average reduction at other locations.

CBO Analysis

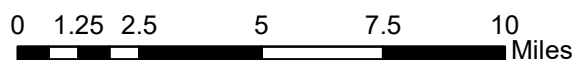
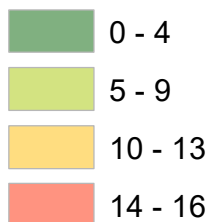
This project has a benefit/cost ratio of 1.47; although this would result in clear cost savings to the bureau over time, there are not significant other benefits in terms of life/safety, preventing risk of asset failure, preventing loss of productivity or operation, etc. Given limited resources available in capital set-aside in FY 2021-22 and the low benefit/cost ratio compared to other Citywide projects, CBO has not recommended funding at this time. CBO notes that PF&R has historically had some flexibility in its materials and services budget at the end of the fiscal year to purchase equipment and other supplies. Given the relatively low cost of the investment, PF&R may be able to accommodate the purchase within existing resources over one or multiple years.

CBO Recommendation: \$0 one-time

Appendix A: BPS Vulnerability Index with FMA Overlaid



Total Vulnerability Risk Factors



Analysis by Robert Cheney,
City Budget Office

SUMMARY OF REQUESTS & RECOMMENDATIONS (ALL FUNDS)

Portland Fire & Rescue

		2020-21 Adopted Budget	2021-22 Requested Base (A)	Bureau Decision Packages (B)	CBO Recommended Adjustments (C)	Total Recommended Budget (A+B+C)
Revenue	Miscellaneous	\$210,700	\$310,500	\$0	\$0	\$310,500
	Licenses & Permits	\$3,455,000	\$2,233,000	\$0	\$0	\$2,233,000
	Intergovernmental	\$675,000	\$725,000	\$0	\$0	\$725,000
	Interagency Revenue	\$10,484,468	\$12,479,265	\$0	\$0	\$12,479,265
	General Fund Overhead	\$84,660	\$98,774	\$0	\$0	\$98,774
	General Fund Discretionary	\$118,594,646	\$121,358,041	\$3,207,919	(\$830,000)	\$123,735,960
	Fund Transfers - Revenue	\$75,000	\$0	\$0	\$0	\$0
	Charges for Services	\$2,238,000	\$1,846,300	\$0	\$0	\$1,846,300
	Beginning Fund Balance	\$8,663,689	\$8,422,470	\$0	\$0	\$8,422,470
Revenue	Sum:	\$144,481,163	\$147,473,350	\$3,207,919	(\$830,000)	\$149,851,269
Expense	Personnel	\$116,465,822	\$119,783,153	\$1,290,519	\$0	\$121,073,672
	Internal Materials and Services	\$7,751,005	\$8,079,729	\$645,500	\$0	\$8,725,229
	Fund Transfers - Expense	\$75,000	\$0	\$0	\$0	\$0
	External Materials and Services	\$8,276,947	\$7,785,498	\$441,900	\$0	\$8,227,398
	Contingency	\$8,744,389	\$8,582,970	\$0	\$0	\$8,582,970
	Capital Outlay	\$3,168,000	\$3,242,000	\$830,000	(\$830,000)	\$3,242,000
Expense	Sum:	\$144,481,163	\$147,473,350	\$3,207,919	(\$830,000)	\$149,851,269