



**PORTLAND
FIRE & RESCUE**



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CITYGATE AND ASSOCIATES – PF&R STAFFING AND SERVICE DELIVERY STUDY 2022 IMPLEMENTATION PLAN 10.31.22

Portland Fire & Rescue (PF&R) commissioned a staffing and service delivery study in 2020, utilizing grant funding to engage a professional consulting team, Citygate and Associates, to perform an independent analysis of the bureau. The study was conducted over a one-and-a-half-year period with internal and external stakeholder involvement and concluded in May 2022 with a final report. The Citygate team presented their findings and recommendations over the summer of 2022 to the Commissioner-in-Charge, the PFFA leadership, and to Portland City Council. The final report highlights 62 findings and 49 recommendations. PF&R has committed to developing and delivering an implementation plan, articulating our strategies to address the report's recommendations, by October 31, 2022. Our implementation strategies reflect our best thinking at the present time and are expected to evolve as opportunities and resources change.

Some of the strategies that we need to develop further are HazMat station location viability, stable future funding for the Community Health Division programs, facilities investments, building staff capacity and modernizing the bureau, addressing fire station spacing issues, and working with BOEC on our shared interests for effective call triaging.

For questions about this implementation plan: Kezia Wanner 503.867.3253

Recommendation #1: **Consider spreading the available on-duty rescue technicians and related specialized equipment across three or four stations throughout the city to improve response coverage.**

RESPONSE: With the hiring of a Deployment Analyst, which PF&R has requested in the FY 2022-23 Fall BMP, the bureau will be able to assess the most effective deployment of resources, including the technical rescue team, across our system of response.

Recommendation #2: **Prioritize ongoing training of technical rescue personnel to build and maintain specialized low-frequency / high-risk skills.**

RESPONSE: Before December 31, 2023, we will evaluate and prioritize appropriate technical rescue training in the context of other on-going required and mandatory training. Specifically, we will evaluate awareness and operations level technical rescue training for all firefighters.

Recommendation #3: **Ensure technical rescue program training and equipment needs are supported with appropriate dedicated funding.**

RESPONSE: Before December 31, 2023, we will evaluate current and forecasted spending per fiscal year and develop a consistent, dedicated budget appropriate for the level of technical rescue service expected.

Recommendation #4: **Establish a dedicated Technical Rescue Coordinator to coordinate program training, equipment, and logistics.**

RESPONSE: This role is currently filled by Captains assigned to the technical rescue stations and supervised by a Battalion Chief and Deputy Chief. Ideally, the Special Operations Deputy Chief would have capacity to manage the program (see Recommendation/Response #9)

Recommendation #5: **Consider training all truck company personnel to the National Fire Protection Association Confined Space, Trench Rescue, and Swiftwater Operations levels to provide additional tiered technical rescue response capability.**

RESPONSE: Before December 31, 2023, we will evaluate the possibility of engaging with potential Technical Rescue training providers as well

as identify funding needs for initial training and on-going re-certification costs.

Recommendation #6: Ensure City-provided funding is available to support hazmat training and equipment needs.

RESPONSE: PF&R will establish the program budget and request appropriate HazMat Program funding in the FY 2023-24 Budget process. If the existing budget is not sufficient to support the program, we will submit a future budget request.

Recommendation #7: Consider relocating the hazardous material team from Station 7 to a less-busy station closer to the waterfront and heaviest industrial risks.

RESPONSE: Viability needs to be assessed. Will proceed with contracting to obtain cost estimates for relocation of the program to other fire stations. Scoping and estimate work will be a FY 2023-24 budget request. Target date for determining the viability is June 30, 2024.

Recommendation #8: Consider amending the minimum daily hazardous material unit staffing to eight technicians in conformance with nationally recognized recommended best practices.

RESPONSE: Viability needs to be assessed. Additional personnel will need to be trained to hazmat technician level to support an increase in minimum daily staffing of this unit.

Recommendation #9: Consider reorganizing Special Operations to focus solely on PF&R's hazmat, technical rescue, marine operations, Bureau of Emergency Communications liaison, and wildland programs.

RESPONSE: We will be developing an action plan to assess the viability of this recommendation by September 30, 2023. Special Operations currently has significant planning responsibilities. This planning work would need to shift to a new position before Special Operations can focus solely on the identified areas. See Recommendation #30 for more information regarding planning responsibilities.

Recommendation #10: Designate a single position/function to coordinate and oversee all wildland fire-related programs, functions, and responsibilities to include suppression and pre-event mitigation/prevention.

RESPONSE: Plan underway. We will be recruiting the PF&R Wildfire Program Coordinator in FY 22-23. This position is supported by ongoing general fund.

Recommendation #11: **Support efforts to develop and maintain a local or regional Incident Management Team as soon as possible.**

RESPONSE: Before December 31, 2023, evaluate feasibility and partner with PBEM and Multnomah County Emergency Management to ensure duplication of services is not happening. Will need to assign IMT roles based on PF&R assignments and support with appropriate training for an internal IMT.

Recommendation #12: **Budget training to maintain desired wildland fire capacity and credentials.**

RESPONSE: This work will be scoped by the Wildland Fire Coordinator when that position is filled, and the bureau will then be able to request General Fund resources in FY 2023-24 for the training needs.

Recommendation #13: **Support wildland fire training for chief officers without requiring position/function credentialing.**

RESPONSE: This work will be scoped and informed by the Wildland Fire Coordinator when that position is filled.

Recommendation #14: **Consider relocating Brush 14 to Station 9, 25, or 19 to provide more proximal wildfire response capacity for the Mount Tabor and Kelly Butte hazard areas.**

RESPONSE: This work will be scoped and informed by the Wildland Fire Coordinator when that position is filled.

Recommendation #15: **Consider deploying an additional cross-staffed wildland response resource at Station 10 to provide more proximal wildfire response capacity for the Tryon Creek hazard area.**

RESPONSE: This work will be scoped and informed by the Wildland Fire Coordinator when that position is filled.

Recommendation #16: **Consider utilizing larger Type-3 wildland engines if suitable access to wildland hazard areas is available.**

RESPONSE: This work will be scoped and informed by the Wildland Fire Coordinator when that position is filled. One Type-3 wildland engine is on order and due for delivery in December 2022.

Recommendation #17: **Consider expanding existing mutual aid agreement(s) or pre-approved contracts to include specialized wildland resources not available within City resources (e.g., wildland bulldozer, hand crews, helicopter, fallers, skidders, etc.). The agreement should include response times and notification procedures.**

RESPONSE: This work will be scoped and informed by the Wildland Fire Coordinator when that position is filled.

Recommendation #18: **Identify a solution pathway and funding to relocate the berth for the fireboat at Station 6.**

RESPONSE: Before July 1, 2023, we will engage CSD for coordinated community safety infrastructure needs.

Recommendation #19: **PF&R should make deployment improvements according to these two priority tiers:**

Tier One—(Essential) Fire Service Historic Deployment Standards

- Add a station northwest of Station 7.
- Move the hazardous materials units out of Station 7 as soon as possible.
- Restore Engine 23 with full staffing.
- Obtain permanent funding for the new low-acuity response Community Health program units. If that program is not funded beyond 2022, and is not successful in lowering EMS demand on PF&R fire crews, proceed to Tier Two:

Tier Two—Alternative Deployment Improvement and Peak Activity Units

- Add a minimum of eight medical low-acuity two-person units.
- Add three engine Peak Activity Units (PAUs).

RESPONSE: Tier 1: We will be assessing viable locations for relocating the HazMat from Station 7 in the upcoming year. The bureau has been

awarded the SAFER grant which will provide funding to fully staff Engine 23 for three years, beginning in FY 2022-23. We are pursuing stable funding streams for the Community Health Division programs to ensure program growth, stability, and maturity.

Recommendation #20: **Adopt City Council Deployment Measure Policies:** The Council should consider adopting complete performance measures that begin with BOEC call answering and end with PF&R arriving on scene. The measures of time should be designed to save patients and to keep small but serious fires from becoming greater alarm fires. With this in mind, Citygate recommends:

20.1: Distribution of Fire Stations: To treat medical patients and control small fires, the first-due unit should arrive within 8:30 minutes, 90 percent of the time from the receipt of the 9-1-1 call in the fire dispatch center. This equates to a 90-second dispatch time, 2:00-minute company turnout time, and 5:00-minute travel time.

RESPONSE: A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate appropriate performance measures and targets for evaluation by CORE.

20.2: Multiple-Unit Effective Response Force for Serious Emergencies: To confine fires near the room of origin and to treat up to five medical patients at once, a multiple-unit response of a *minimum* of four engines, one ladder truck, and one Battalion Chief, totaling a minimum of 21 personnel, should arrive within 11:30 minutes from the time of 9-1-1 call receipt in fire dispatch, 90 percent of the time. This equates to 90-second dispatch time, 2:00-minute company turnout time, and 8:00-minute travel time spacing for multiple units.

RESPONSE: A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate appropriate performance measures and targets for evaluation by CORE.

20.3: Hazardous Materials Response: To meet the fundamental mission of PF&R's response, which is to minimize or halt the release of a hazardous substance, so it has minimal impact on the community, PF&R needs to provide hazardous materials response designed to protect the community from the hazards associated with uncontrolled release of hazardous and toxic materials. The first

responder unit should arrive to investigate a hazmat release at the operations level within 8:30 minutes, which equates to a 90-second dispatch time, 2:00-minute company turnout time, and 5:00-minute travel time in the urban population areas. After assessment and scene evaluation is completed, a determination will be made whether to request additional resources from PF&R's multiple-agency hazardous materials response partnership.

RESPONSE: A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate appropriate performance measures and targets for evaluation by CORE.

20.4: Technical Rescue: To respond to technical rescue emergencies as efficiently and effectively as possible with enough trained personnel to facilitate a successful rescue, the first company in urban to suburban areas to arrive for assessment of the rescue should achieve a 5:00-minute travel time, 90 percent of the time. Additional resources capable of initiating a rescue should be assembled within a total response time of 11:30 minutes, 90 percent of the time, with the result being the safe and complete rescue/extrication to ensure delivery of patients to a definitive care facility.

RESPONSE: A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate appropriate performance measures and targets for evaluation by CORE.

Recommendation #21: Reduce turnout times to 2:00 minutes or less, 90 percent of the time.

RESPONSE: A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate day/night turnout time performance standards and PF&R command will ensure companies are aware of current times and target goals.

Recommendation #22: Reduce dispatch processing time for acute emergencies to 90 seconds or less, 90 percent of the time.

RESPONSE: We support this recommendation; however, it is under the charge and responsibility of BOEC. We will serve as a partner to BOEC as they work to decrease their dispatching processing time for acute emergency calls.

Recommendation #23: Given the topographic challenges of current fire station locations, work with City Council to adopt a fire station spacing measure of a 5:00-minute travel time, assuring the Council understands the risk such change involves to the community.

RESPONSE: Currently underway but will be a long-term effort. A Deployment Analyst has been requested in the FY2022-23 Fall BMP. This position will evaluate appropriate performance measures and targets for evaluation by CORE.

Recommendation #24: Identify and assess the cost for when resources can be added.

RESPONSE: Costing for the scaled implementation plan will be part of the FY 2023-24 Budget process, the bureau's five-year financial plan, the bureau's capital improvement plan and continue to be refined and a reference to develop future year budgets.

Recommendation #25: PF&R should consider a reorganization of the Chief's Office to establish two Assistant Chief positions to handle the day-to-day administration of PF&R.

RESPONSE: PF&R intends to request resources in the FY 2023-24 Budget Process to accommodate the reorganization of the bureau into a two-branch structure. The bureau requested an Assistant Chief of Operations position in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission.

Recommendation #26: The City should consider restoring the Analyst III position in the PF&R Finance Section as soon as fiscally feasible.

RESPONSE: PF&R is evaluating bureau reorganization in FY 2022-23. The bureau has requested an Analyst in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission.

Recommendation #27: PF&R should consider reclassifying a vacant Administrative Specialist II position in the Management Services Division as a Technology Coordinator to provide needed additional workload capacity in the Information Technology Section.

RESPONSE: PF&R is addressing this need by cross-training additional support staff as well as looking to hire a Technology Project Manager if funding is approved in the FY 2022-23 Fall BMP and/or the FY 2023-

24 Budget process. This patchwork approach is not as ideal but will gain the bureau greater capacity.

Recommendation #28: Consider adding needed dedicated technology project management capability/resources to the Information Technology Section.

RESPONSE: PF&R is evaluating bureau reorganization in FY 2022-23. The bureau has requested a Technology Project Manager in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission. This position may be subject to future collaboration with the Community Safety Division as they build out their structure.

Recommendation #29: Provide needed additional staffing capacity for PF&R's Logistics Section as soon as fiscally feasible in the following priority order:

Immediate Critical Need

SCBA/Respiratory Technician	1.0 FTE
EMS Supplies	1.0 FTE
Admin. Asst./Specialist	1.0 FTE

Near-Term

Carpenter	1.0 FTE
Staff Firefighter (Uniforms)	1.0 FTE

RESPONSE: PF&R is evaluating bureau reorganization in FY 2022-23. The bureau has requested 2.0 FTE to fill the gaps in Carpentry services and Uniforms Program assistance in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission.

Recommendation #30: Consider adding the following needed FTE capacity at the appropriate position classifications in the Special Projects and Administrative Services Section.

Planning Officer	1.0 FTE
Professional Standards Compliance program	2.0 FTE
Policy Coordinator	1.0 FTE

RESPONSE: PF&R is evaluating bureau reorganization in FY 2022-23. The bureau has requested a Policy Coordinator in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission. This position may be subject to future collaboration with the Community Safety Division as they build out their structure.

PF&R requested in the FY 2022-23 Budget, and was allocated, 2.0 FTE dedicated to establishing the bureau's Professional Standards program. Additionally, the bureau has requested a 1.0 FTE Professional Standards Investigator in the FY 2022-23 Fall BMP to address the backlog of investigations.

Recommendation #31: **There is the near-term need to add one Fire Investigator and six Fire Inspectors. Longer term, one Program Coordinator should be added to public education.**

RESPONSE: We have requested four inspector positions in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission. Supported by revenue generated from the new Inspection, Testing, and Maintenance program, we predict the six Fire Inspectors will be fully funded. Additionally, the existing position within the Prevention Division will be evaluated for possible cross-training to potentially fill other identified positions such as a Fire Investigator and Program Coordinator.

Recommendation #32: **Re-align the responsibilities assigned to the Special Operations Deputy Chief to focus solely on managing PF&R's Special Hazard Response Programs, including hazardous materials, technical rescue, and marine operations.**

RESPONSE: See response to Recommendation #9

Recommendation #33: **Add a dedicated Wildland Fire Program Manager as soon as possible to provide critical coordination and oversight of all PF&R wildland fire-related programs, functions, and responsibilities, including suppression and pre-event mitigation/prevention.**

RESPONSE: Plan underway. We are working with City partner bureaus to draft the job description and plan to recruit for the PF&R Wildfire Program Coordinator in FY 22-23. This position is supported by ongoing general fund.

Recommendation #34: **Add two staff Fire Lieutenants over the near-term as funding allows to provide needed 24/7/365 PF&R Liaison coverage at the Bureau of Emergency Communications.**

RESPONSE: Requires addition of 2.0 FTEs to accomplish recommendation. These additional FTEs must be prioritized appropriately among the other

staffing deficiencies. Priority of staffing needs are being evaluated as part of the FY 2023-24 Budget Development process. CHD is utilizing the current Fire Liaison positions for program support. Evaluate CHD funding sources to support this recommendation.

Recommendation #35: **Add one staff Fire Lieutenant over the near-term as funding allows to provide needed seven-day operational staffing coordination in the Battalion Headquarters Office.**

RESPONSE: Requires addition of 1.0 FTE to accomplish recommendation. This additional FTE must be prioritized appropriately among the other staffing deficiencies. Priority of staffing needs are being evaluated as part of the FY 2023-24 Budget Development process.

Recommendation #36: **Add one Deployment Analyst over the longer-term as funding allows to provide implementation support of planned technical analytic tools and systems (ImageTrend/CivicGov/Interra and a pre-fire program which is to be determined).**

RESPONSE: The bureau has requested a Deployment Analyst in the FY 2022-23 Fall BMP and plans to follow up with an ongoing request in FY 2023-24 Budget submission. This position may be subject to future collaboration with the Community Safety Division as they build out their structure.

Recommendation #37: **Add one Administrative Assistant/Specialist over the longer-term as funding allows to provide needed administrative clerical support for the Emergency Operations Division.**

RESPONSE: Requires addition of 1.0 FTE to accomplish recommendation. This additional position must be prioritized appropriately among the other staffing deficiencies. Priority of staffing needs are being evaluated as part of the FY 2023-24 Budget Development process.

Recommendation #38: **Provide additional classroom space and apparatus at the Training Academy Center.**

RESPONSE: The bureau is hopeful that we will be able to go out for a bond measure in the next 18 months, either coordinating with other City Bureaus or proceeding independently, to address the needed renovations/rebuild at TAC, in addition to other critical PF&R

facilities. We will proceed with the bond measure when that pathway is approved by City leadership.

Recommendation #39: Add one staff Fire Captain as soon as possible to provide needed supervisory capacity at the Training Academy Center.

RESPONSE: This position would restore capacity and ensure proper oversight of Training Academy staff, operations, and curriculum. It is imperative that adequate oversight, span of control, and accountability is afforded with the planned larger Recruit and Lateral Firefighter new hire class sizes. In the near term, we will evaluate filling training gaps by hiring non-sworn specialized staff to perform the critical work while the bureau is accelerating hiring new firefighters and preparing for projected increased levels of retirements. This will be part of the package of Increased Hiring and Training Capacity requests in the FY2023-24 Requested Budget.

Recommendation #40: Add one staff Fire Lieutenant as soon as possible to provide needed instructor/course coordination capacity at the Training Academy Center.

RESPONSE: This would restore capacity and ensure appropriate oversight of Training Academy staff, operations, and curriculum. Due to increased Training Academy recruit class size and frequency, one EOPS Lieutenant was temporarily detailed to TAC but that had a negative impact on EOPS. It is imperative that adequate oversight, span of control, and accountability is afforded with the planned larger Recruit and Lateral Firefighter new hire class sizes. In the near term, we will evaluate filling training gaps by hiring non-sworn specialized staff to perform the critical work while the bureau is accelerating hiring new firefighters and preparing for projected increased levels of retirements. This will be part of the package of Increased Hiring and Training Capacity requests in the FY2023-24 Requested Budget.

Recommendation #41: Consider adding two-company station(s) for Phase Two academy training.

RESPONSE: MS&T will be evaluating the current Three Phase training model and will determine the training needs and investment needed to add a second Phase Two Fire Station. A second Phase Two fire station

would allow our hiring capacity to be expanded by increasing our ability to hire larger recruit class sizes by having two Phase Two fire stations available for recruit assignment. This evaluation will occur prior to July 1, 2023.

Recommendation #42: **A deeper forensic analysis of PF&R's recruit training curriculum compared to other agencies is needed to identify additional opportunities to condense the Training Academy Center and Phase Two curriculum.**

RESPONSE: A deeper analysis will require dedicated staff resources (see Recommendation #47 and #48). MS&T will evaluate the existing Three Phase training model and will continue to identify opportunities to build efficiencies. This will include a review of like-sized agencies' training program design and curriculum. This recommendation will be addressed in the package of Increased Hiring and Training Capacity requests in the FY2023-24 Requested Budget

Recommendation #43: **Consider a regional multi-agency fire academy.**

RESPONSE: We will be exploring this recommendation in the next 24 months with other regional fire partners regarding specific training needs and the personnel resources and/or funding could be aligned and supported from the different agencies.

Recommendation #44: **Consider a shorter modified training curriculum for lateral hires.**

RESPONSE: A training program review and modified curriculum was developed for Lateral Firefighter hires in the Spring of 2022. MS&T continues to seek feedback from recruits, trainers, and EOPS for continued recommendations and enhancements as this program evolves and matures.

Recommendation #45: **Consider increased utilization of the current retire-rehire program.**

RESPONSE: The bureau is employing the retire-rehire program to provide continuity of service in the bureau and avoid experiencing capacity gaps. Currently the bureau has 8 members in the retire-rehire program and will continue to evaluate retiring members for the program.

Recommendation #46: **Consider partnering with a local Community College to provide a one-semester Fire Academy providing the basic knowledge, skills, and abilities common to local/regional fire agencies.**

RESPONSE: Pending collaboration with new Director of EMS/Fire Science at Portland Community College to explore partnership opportunities. In addition, grant opportunity may be available through Future Ready Oregon 2022 funding to include building capacity for a workforce that gives underrepresented groups access to possible employment with PF&R. Phase one (of three phases) of the Future Ready Oregon 2022 grant has been submitted.

Recommendation #47: **There is the immediate need to add one staff Lieutenant and one Employee Assistance Program (EAP) Coordinator. In the near term, add one EMS Specialist and one Administrative Assistant. Adding a total of four FTEs brings the Section to eight FTEs total.**

RESPONSE: EAP Coordinator - PF&R requested and was allocated 1.0 FTE EAP Coordinator in the FY 2022-23 Adopted Budget. The position is funded with one-time resources and the bureau will request the position again in FY 2023-24 Budget process. The position is a high priority for the bureau to ensure this resource continues to be available for our membership.

EMS Specialist - An immediate need exists to add an EMS Specialist to assist with EMS training & deployment as well as on-going programming/maintenance/training of our recently implemented OHA compliant electronic patient care reporting software. The plan to submit a request for the position is under evaluation.

Administrative Specialist II – EMS received an Administrative Specialist II through an internal transfer from MSD in FY 2021-22.

Staff Lieutenant - An immediate need exists for an additional Staff Lieutenant to further support both incumbent and new firefighter training and evaluation. With the implementation of a Phase III FTO training model to better support staffing needs, a dedicated resource is needed to oversee the curriculum, FTE training, and progress of recruits through the program. In the near term, we will evaluate filling training gaps by hiring non-sworn specialized staff to perform the critical work while the bureau is accelerating hiring new

firefighters and preparing for projected increased levels of retirements. This will be part of the package of Increased Hiring and Training Capacity requests in the FY2023-24 Requested Budget.

Recommendation #48: **Add one staff Fire Lieutenant over the near-term as funding allows to provide additional needed recruitment capacity.**

RESPONSE: The current staffing model dedicates one Fire Lieutenant to accomplish PF&R recruitment efforts. Capacity issues are further stressed during times of active recruitment when the Recruiter's capacity is fully absorbed managing the hiring process at the expense of missing recruitment and outreach opportunities, specifically outreach targeting under-represented populations. In the near term, we will evaluate filling training gaps by hiring non-sworn specialized staff to perform the critical work while the bureau is accelerating hiring new firefighters and preparing for projected increased levels of retirements. This will be part of the package of Increased Hiring and Training Capacity requests in the FY2023-24 Requested Budget.

Recommendation #49: **Based on Citygate's analysis of the PF&R administration team, we recommend phased personnel additions be made as follows: Immediate (Critical) – 16 FTEs; Near-Term – 16 FTEs; Longer-Term – 3 FTEs.**

RESPONSE: See responses to specific recommendations for details regarding PF&R's plans for implementation.