



# Portland Fire & Rescue

## SWOC Analysis

### Introduction

---

The following Strength, Weakness, Opportunities, and Challenges (SWOC) analysis is organized and interpreted through the Balanced Scorecard (BSC) Framework. Portland Fire and Rescue (PF&R) uses the BSC analysis and integrates it into its strategic planning process to ensure implementation success. Each main issue area (Financial, Internal Business Processes, Customer, and Learning and Growth) has its own individual SWOC analysis and key findings. The key findings form the basis for emerging strategic themes and issues summarized at the conclusion of the BSC analysis.

Information gathered from the *Stakeholder Summary Report*, *Environmental Scan*, *Focus Group Summary Report*, and *External & Internal Surveys Summary Report* was summarized and categorized according to each BSC issue area. Sub-areas were formed based on groupings of information, and key findings were distilled accordingly. The consolidated emerging strategic themes and issues at the report conclusion are organized by major topic and priority.

The contextual undertones of this analysis are rooted not only in Portland's, but also the nation's, projected slow economic recovery and growth. Taking this into consideration, the consolidated strategic themes and issues are designed to highlight the essential issues PF&R must address in order to successfully carry out its mission, vision, and principles.

### Financial

---

#### **Overview**

The State of Oregon, not only Portland, will be experimenting with smarter, leaner ways to run state government in an era of slow economic growth and high unemployment.<sup>1</sup> PF&R will be facing financial challenges, definitely over the course of the next two years and likely through the next five. As the State and the City begin to reemerge from the bottom of a recession, it is important for PF&R to examine itself and the environment in which it operates to determine how it will succeed financially.

#### **Dispatch and Triage Management**

PF&R is well respected by City of Portland residents. 93% of *Run Call Survey* participants strongly agree or agree that they are satisfied with their overall experience with PF&R. It is a highly visible bureau within the City and institutes programs to supply the City's residents with public safety education. It has instituted a variety of public education programs to facilitate understanding and

---

<sup>1</sup> Bill Graves, "Goal of Fiscal Stability a Challenge." *The Oregonian*, R2 March 28<sup>th</sup> 2010

education about fire and emergency medical related incidents. PF&R is extremely proficient at providing fire prevention education. Stronger education is needed surrounding the use of 9-1-1 and self-triage. (More information is provided in the discussion surrounding the *Customer*.) Its large, viable presence within the City impacts PF&R's current dispatch and triage management. Run call volumes, specifically emergency medical run calls, continue to increase. This places a financial burden on the Bureau.

Training, technical expertise, and proper staffing are needed at dispatch to be able to triage calls that are for non-emergencies. Non-emergency fire and medical calls need not elicit the dispatch of PF&R's full crew and equipment services. Crews on non-emergency calls are not available for emergency calls, training, or other duties. This impacts staff resources across all PF&R programs. With aging apparatus and equipment being a concern, a reduction in their use will limit the financial impact of their operating costs, replacement, and repair. If the dispatch of crews, equipment, and apparatus is warranted, it is important to match the appropriate resources with the call, which is facilitated by the proper triage and instruction at dispatch. Response time goals will then be able to sync with each run call that is triaged appropriately.

### ***Personnel Development***

Generally, the current operating environment for many fire departments nationally is similar. One of the main issues that they are struggling with is succession planning. Succession planning on a national, regional, and local level is suffering. Professional development is not sufficient to counteract the current loss of experience and knowledge that is resulting from rising rates of retirements. PF&R is in need of a strong personnel development framework, which is addressed in the *Internal Business Processes* discussion.

90 sworn employees are eligible for retirement in 2010. Due to PF&R's 30-year cyclical hiring structure, the next five years will bring more retirements and loss of expertise. Employee turnover is expensive. Training, development, and implementation costs are a direct result of improper personnel development and planning. These costs are likely to be high as inexperienced staff are asked to fill vacancies.

### ***Conflicts between service level expectations and funding will intensify***

PF&R receives a portion of the City of Portland's General Fund Budget to allocate to its programs. Portland's political structure divides the City bureaus between Commissioners that represent their constituencies in the budgetary process. This creates a dynamic tension between the Bureaus intended to allocate funds based on the greatest needs. The current economic slow down has hurt the City financially, which has resulted in the reduction of many of the Bureau's budgets. However, it has not decreased the demand and need for their services.

PF&R is not unique. It faces a 2% budget reduction in FY 2010-2011. The current 5-year economic outlook predicts slow economic growth and the funding per person in the City over the next five years is expected to decrease. There are gaps in the funding needed to maintain infrastructure, including roadways and water and sewer lines; to properly fund employee retirement and healthcare plans; to supplement increased healthcare costs; to equip and replace PF&R's apparatus and facilities; to purchase current technology and implement easy-to-use software

programs; and to support all current and potential PF&R operations and programs, specifically prevention and regulation.

To ease the tension between service level expectations and funding, a strong focus on mutual aid agreements with surrounding fire departments and on collaboration and cooperation with City bureaus is needed. (More information is provided in the discussion surrounding *Learning and Growth*.) Sharing resources, equipment, and ideas with City bureaus and other fire departments are sources of efficiency and cost savings. Collaboration also facilitates informal training opportunities. (More information is provided in the discussion surrounding *Internal Business Processes*.)

**Key Findings**

1. *Dispatch and Triage Management*
  - a. Develop new and continue to cultivate existing mutual aid agreements
  - b. Maintain an appropriate balance of staff, equipment, and training between fire and emergency medical response, including non-emergency response
  - c. 9-1-1 and alternative care public education
2. *A comprehensive and structured personnel development structure is needed*
  - a. Leadership and management training
  - b. Performance measurement and review
  - c. Training and education to bridge gap between sworn and non-sworn employees
3. *Conflicts between service level expectations and funding will intensify*
  - a. General fund dollar per capita will decrease
  - b. Public education expectations are rising
  - c. Roads, bridges, water, and sewer infrastructure revitalization is underfunded
  - d. Apparatus life extended, replacement deferred
  - e. Develop new and continue to cultivate existing mutual aid agreements

<b>Strengths</b>	<b>Weaknesses</b>
<p><u><i>Dispatch and Triage Management</i></u></p> <ul style="list-style-type: none"> <li>• PF&amp;R is proficient in providing traditional fire education.</li> <li>• 93% of <i>Run Call Survey</i> participants strongly agree or agree that they are satisfied with their overall experience with PF&amp;R.</li> <li>• PF&amp;R is well respected in the community.</li> <li>• PF&amp;R has many useful Public Education tools. For example, the Belmont Learning Center, social media outlets, the Bombero Program, Juvenile Fire Setter Program, High-Rise Floor Warden Program and public education announcements.</li> <li>• PF&amp;R partners and works well with other City bureaus, and PF&amp;R should strive to</li> </ul>	<p><u><i>Dispatch and Triage Management</i></u></p> <ul style="list-style-type: none"> <li>• Dispatch and triage are difficult due to lack of coordination and training.</li> <li>• Current funding eliminates positions that are vital to emergency response, especially a data analyst position to assist with coordinating information that is important to other City bureaus and community organizations.</li> <li>• PF&amp;R does not possess the right equipment and apparatus to effectively address and respond to emergencies.</li> <li>• Current response time goals are static and unattainable.</li> </ul> <p><u><i>Personnel Development</i></u></p>

<p>maintain and improve these relationships.</p> <ul style="list-style-type: none"> <li>Logistics has been constantly praised for its high quality of work and customer service.</li> </ul>	<ul style="list-style-type: none"> <li>Succession planning on both a national, regional, and local level is suffering. Professional development is not adequate to counteract the current loss of experience and knowledge.</li> </ul> <p><u>Conflicts between service level expectations and funding will intensify</u></p> <ul style="list-style-type: none"> <li>There is a need for more robust mutual aid agreements with most surrounding fire departments, excluding Gresham.</li> <li>The billing system for permits and inspections is a source of frustration. Buildings linked together and owned by the same company are not billed together. Separate addresses are used, often with incorrect contact information. Requested corrections are not done consistently. The bills have an insufficient level of detail; it is not possible to reconcile billings with the specific property. This is especially significant because one building with one address may be billed by sections, resulting in several invoices. The basis for multiple invoicing of one building was not understood.</li> </ul>
<p><b>Opportunities</b></p>	<p><b>Challenges</b></p>
<p><u>Dispatch and Triage Management</u></p> <ul style="list-style-type: none"> <li>Improvements in response times are possible if there is continued collaboration and partnership with other area fire agencies.</li> </ul> <p><u>Conflicts between service level expectations and funding will intensify</u></p> <ul style="list-style-type: none"> <li>PF&amp;R should expand upon coordinated service programs, for example its permit programs with BDS, because they work well.</li> </ul>	<p><u>Dispatch and Triage Management</u></p> <ul style="list-style-type: none"> <li>The use of PF&amp;R as a health care provider is an abuse of the 9-1-1 calling process.</li> <li>PF&amp;R is the catch-all for all of the City's needs. It is becoming a health care provider for those without insurance. It is also a source for other bureaus to use to limit legal liability in instances where there is an injury.</li> <li>PF&amp;R has aging apparatus and equipment.</li> <li>There are frustrations with information technology, including lack of mobile technology, lack of a centralized technology provider, and lack of technical expertise both within PF&amp;R and BOEC.</li> </ul>

	<p><i>Personnel Development</i></p> <ul style="list-style-type: none"> <li>• 90 sworn PF&amp;R employees are eligible for retirement in 2010 with a \$1 million budget in place that is not sufficient.</li> </ul> <p><i>Conflicts between service level expectations and funding will intensify</i></p> <ul style="list-style-type: none"> <li>• Portland's political environment and budget processes are important contextual considerations.</li> <li>• PF&amp;R receives a substantial part of the general fund budget to allocate to its programs.</li> <li>• Portland's current economic growth is slow and the funding per person in the next five years is expected to decrease.</li> <li>• There is a \$338 million dollar gap in funds needed to keep the City's streets and bridges in 'good' condition.</li> <li>• Portland's sewer system has a \$9 million funding gap with more than 30% of the infrastructure being older than 80 years old.</li> <li>• The 5-year economic forecast for Portland does not take into consideration that there is potential for increased healthcare costs, labor contract negotiations resulting in higher than expected expenses, and an increase in the costs of employee retirement plans.</li> <li>• The apparatus improvement project is underfunded by \$641,000.</li> <li>• PF&amp;R faces a 2% budget reduction in FY2010-2011.</li> </ul>
--	---

## **Internal Business Processes**

### ***Overview***

The need for consistent priority and focus to certain operating areas within PF&R was a consistent theme throughout the information gathering stage of the FY 2010-2015 strategic planning process. The following are the internal business processes that need to be given priority in order for PF&R to successfully serve its stakeholders and customers.

### ***Dispatch and Triage Management***

The need for improved coordination, training, and execution of PF&R's dispatch and triage processes was expressed in every opportunity staff and key internal and external stakeholders

had to contribute to PF&R's FY 2010-2015 Strategic Plan. PF&R's ability to respond is directly affected by time availability, resources, and staff, all of which are currently strained.

The emergency services environment is changing. While there has been a reduction in the number of fire-related emergencies, there has been and will continue to be an increasing need for emergency medical services (EMS), which alone have increased 10% over the past five years. The demand for EMS is heavy and has a systemic affect on all of PF&R's divisions, not just Emergency Operations. Improvements are needed to help balance PF&R's core competencies in both fighting fires and providing medical assistance.

The Bureau of Emergency Communications (BOEC) needs trained staff to properly triage callers so run calls are actually needed and are necessary. The success of a particular run call is measured by effectiveness of the staff, which is a direct result of the time it takes to arrive on scene and the training of those administering the services. Non-emergency run calls are ineffective and place a strain on PF&R's crews, and aging equipment and apparatus make response time goals unattainable. The high and growing rate of EMS calls is a financial burden. Fire departments nationally have begun charging for services and/or altering the equipment and apparatus needed and dispatched for certain emergencies. Although PF&R is engaged in an on-going apparatus improvement project, it is underfunded by \$641,000. The wear on apparatus and equipment due to non-emergency run calls can be reduced at the dispatch and triage level and can assist in reducing the funding gap for repair and replacement.

Improvements in response times are possible if there is movement toward improving the quality of triage during dispatch. Current funding has eliminated positions that are vital to emergency response. Also, a proactive approach to attaining and improving response times is continued collaboration and partnership with other area fire agencies. Being the largest fire agency in Oregon, PF&R has the ability to lead and develop partnerships with fire and emergency service agencies in the surrounding areas. Deepening mutual aid initiatives on a local, regional, and national scale will help interagency relationships at management and crew levels. These initiatives carry with them efficiencies and benefits to all involved in terms of costs, resources, training, and time. For example, Portland has a water supply that is not reliable after 30 days in the case of prolonged emergency. Regional and national coordination will help PF&R overlap with other fire departments to fill existing gaps.

PF&R has mutual aid agreements in place with regional fire departments, but there are political and financial restrictions that demand balancing investment across multiple jurisdictions. Interoperability limitations remain. Highly structured systems are needed at a local, state, and national level to coordinate fire departments. Improved communications planning in terms of internal communication tools, media relations, and information technology coordination are needed. New technology improvements to the Computer Aided Dispatch (CAD) system will aid in interoperability. However, there are still concerns that, in order to effectively collaborate and coordinate with other emergency service providers, PF&R needs technology that is mobile.

Finally, a strong and complementary public education program is needed to educate Portlanders on the appropriate times to use 9-1-1 and self-triage. Education as to 9-1-1 alternatives, which includes advertising and education about Portland's non-emergency call line, will limit emergency

dispatch to emergencies, especially in a city whose topography and infrastructure make the City's public safety hard to defend.

### ***Personnel Development***

Succession planning on a national, regional, and local level is suffering. PF&R is experiencing and will continue to experience high retirement rates over the next five years. There are 90 sworn PF&R employees that are eligible for retirement in 2010. (See *Personnel Development* in the *Financial* section for the financial discussion.) It will need to institute a comprehensive and structured personnel development scheme to infill vacancies and experience.

In 2008, 69% of all PF&R employees believed that PF&R actively supported career development, which was a 10% increase since 2002. However, this is not sufficient. PF&R does not have a structured workforce development plan centered around continued education and training. There are no structured performance reviews, feedback mechanisms, or continued education to supplement the promotional process. All continuing education is self-motivated. PF&R is a highly visible organization (see *Local, Regional, and National Influence* discussion) with a strong potential to effect change. Improving the quality of life and education of its staff will reinforce the strength of the Bureau. For example, instituting mandatory fitness requirements, initiating an officer development program, standardizing the orientation process for supervisors, and revitalizing position descriptions will improve the quality of staff performance and facilitate smooth position turnover transitions.

A new generation of workers is entering PF&R's workforce. Internally, recruiting and retention strategies will need to adapt. The historic 30-year employment cycle will be replaced with employees looking for promotional opportunities based on knowledge and expertise, not time-in-grade.

Externally, constituents will look to PF&R's staff to be reflective and engaged in the community it serves. On average, 60% of total *External Survey* respondents either strongly agree or agree that it is important that PF&R staffing appropriately reflects the diversity of the community. Although diversity in recruitment is improving and staff has gone through culture and diversity training, interactive workshops with specific minority communities will help ethnic groups to come together with PF&R to facilitate education, sensitivity, and understanding. They will also act as forums for outreach in the community so PF&R may recruit and diversify its staff.

### ***Local, Regional, and National Influence***

PF&R struggles to use its size, presence, and respect within Portland and the State of Oregon to its advantage. PF&R is a highly visible and respected bureau. As previously mentioned in the *Financial* discussion, PF&R is the largest fire and emergency service provider in Oregon.

Portland is in the process of developing its new 20-year strategic plan, the Portland Plan. The Portland Plan is developing as bureaus, community groups, constituencies, and residents come together and decide and contribute to its contents. Discussions are centered around plans for human health and safety, design and planning of public spaces, neighborhoods and housing, sustainability, transportation, technology and access, education, quality of life, and innovation. PF&R needs to use its influence in the City and State to have a strong voice in the environment in

which it operates. Coordination with other City bureaus and community organizations can involve PF&R in the planning and execution of the City's future direction.

There is a general desire for PF&R to actively participate in committees at the State level. PF&R recently increased its State-level participation, and this has been valued and appreciated. There is a concern that PF&R's regional role may be limited at times by requirements to represent only the City of Portland. When participating at the State level, PF&R needs to maintain a regional perspective reflecting the varied needs of the region's fire agencies. For example, coordination and training to prepare for low frequency/high risk events is difficult because of interoperability issues.

Willing and active participation will help PF&R generate additional respect. For example, PF&R and the Bureau of Planning and Sustainability (BP&S) worked together to resolve issues involving the solar panel program to ensure correct installation and adequate roof access for fire fighting. If the two bureaus collaborated earlier in the program development process to identify issues earlier, the partnership should be expanded.

Better collaboration with all constituents will help relieve the strain that exists between PF&R and many of the bureaus and organizations with which it has competing interests. For example, a stronger partnership with the Bureau of Technology Service can help with the implementation of current and future IT projects. Working with various bureaus early on in the sustainable planning process will help PF&R be a strong contributor in the formation of eco-districts and increased miles of bicycle lanes and public transit track.

PF&R's staffing structure mix of 40-hour employees and shift employees hinders PF&R's involvement in the decisions of pertinent local, regional, and national groups. The 40-hour positions are limited and have been reduced due to budget constraints. Shift positions are a barrier to interface and influence continuity. PF&R is grappling with the decrease in value of many of the programs it institutes because of budget cuts and reduced staffing. An internal alignment between priorities and goals must be established (See *Consistent Implementation of Priorities* discussion). PF&R must generate acceptance and interest in changing operating practices to incorporate Portland's current economic (See *Financial* discussion), political (See *Financial* discussion), and strategic directions.

### ***Consistent Implementation of Priorities***

Prioritization is necessary in PF&R's current internal and external operating environment. PF&R has a strong mission and vision, which is followed and respected in both environments. PF&R's strong presence warrants the formation of clear priorities that align with achievable goals. Internally, individual priorities tend to change with individual position turnover, making a consistent delivery of service difficult. Goals and measures have not been adjusted to reflect resource shifts, often making them unattainable. This undermines the credibility of PF&R's performance measure based accountability.

The establishment of clear and consistent priorities will place the proper attention on areas that need help within PF&R's organization, both in the short and long term. It is a natural fallout to then align the priorities with the necessary funds and staff to be successful. In an organization

built around structure and performance, prioritization is key to the operation of successful internal business processes.

**Key Findings**

1. *Dispatch and Triage Management*
  - a. Local and regional training, coordination, and involvement to facilitate mutual aid, interoperability, cooperation, and the resulting efficiencies, up to and including establishing regional dispatch
  - b. PF&R has unique technology requirements that require flexible and functional hardware and software systems to operate efficiently
  - c. Develop new and continue to cultivate existing mutual aid agreements
  - d. Maintain an appropriate balance of staff, equipment, and training between fire and emergency medical response, including non-emergency response
  - e. 9-1-1 and alternative care public education
  - f. Coordination low frequency/high risk events
2. *A comprehensive and structured personnel development scheme is needed*
  - a. Leadership and management training
  - b. Performance measurement and review
  - c. Training and education to bridge the gap between sworn and non-sworn employees
  - d. Recruiting strategies and execution that are focused on outreach to groups and individuals that are reflective of the composition of the City
3. *Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale to facilitate needed change*
  - a. The Portland Plan is the City of Portland’s strategic plan
    - i. PF&R’s current strategic plan focus differs from the Portland Plan
    - ii. PF&R needs to influence and acknowledge the City’s initiatives and desired outcomes
  - b. Sustainability measures
  - c. Understanding the City of Portland residents to foster interactive partnerships
  - d. The current environment for fire departments nationally is similar
    - i. Growing understanding of the need for fundamental changes to address the challenges of the current operating environment
    - ii. Generating acceptance and interest for new operating practices requires investment in partnerships and implementing ideas
4. *Consistent implementation of priorities*
  - a. Allocation of funds per priority across all departments
  - b. Strategies and goals aligned with funded resources
  - c. Balancing annual budgets and long term capital needs

<b>Strengths</b>	<b>Weaknesses</b>
<u>Dispatch and Triage Management</u>	<u>Dispatch and Triage Management</u>

<ul style="list-style-type: none"> <li>• There has been a reduction in the amount of fire related emergencies. This trend will continue.</li> <li>• Logistics has been constantly praised for its high quality of work and customer service.</li> <li>• PF&amp;R is engaged in an on-going apparatus improvement project to support PF&amp;R's 15-year apparatus replacement plan.</li> </ul> <p><u>Personnel Development</u></p> <ul style="list-style-type: none"> <li>• The Rosetta Stone language program has sparked an interest among staff to be proactive in terms of learning other languages. PF&amp;R uses other tools well to bridge communication gaps.</li> <li>• PF&amp;R is working to improve its human resources processes through increasing the diversity of its workforce, initiating an officer development program, standardizing the orientation process for supervisors, and revitalizing the promotional processes and position descriptions.</li> <li>• 69% of all PF&amp;R employees believe that PF&amp;R actively supports career development, which is an increase of 10% since 2002.</li> <li>• Cultural and diversity training have started to improve conflict resolution skills.</li> <li>• On average, 60% of total <i>External Survey</i> respondents either strongly agree or agree that it is important that PF&amp;R staffing appropriately reflects the diversity of the community.</li> <li>• PF&amp;R has improved and increased training opportunities, which has resulted in a lower incidence of injury.</li> </ul> <p><u>Local, Regional, National Influence</u></p> <ul style="list-style-type: none"> <li>• PF&amp;R is well respected within the City of Portland.</li> <li>• PF&amp;R has a strong mission and vision, which is followed and respected both internally and externally.</li> <li>• PF&amp;R has a strong presence and influence in the communities it serves.</li> <li>• PF&amp;R has been proactive in its internal alignment with Portland's sustainability initiatives in regard to its own stations.</li> </ul>	<ul style="list-style-type: none"> <li>• There is an increase in the need for emergency medical services, which increased 10% over the past five years. This trend will continue.</li> <li>• Ease of use, accessibility, and mobility of PF&amp;R's technology products (both hardware and software) need improvement.</li> <li>• The right equipment and apparatus to effectively address and respond to emergencies are needed.</li> <li>• Meeting response time goals, especially in outlying areas of the City, is a challenge.</li> <li>• PF&amp;R lacks trained staff to keep up with EMS demand.</li> <li>• Frustrations with information technology include lack of mobile technology, lack of a responsive centralized technology provider, and lack of technical expertise both within PF&amp;R and BOEC.</li> </ul> <p><u>Personnel Development</u></p> <ul style="list-style-type: none"> <li>• PF&amp;R has no structured workforce development plan. There are no structured performance reviews, feedback mechanisms, or continued education to supplement the promotional process. All continuing education comes as a result of self-motivation.</li> <li>• Currently, there are no mandatory fitness and wellness requirements.</li> <li>• The need for a formal succession plan.</li> <li>• Cultural competency in emergency situations in terms of knowledge of customs and language needs to be stronger.</li> <li>• There is a need for a formal succession plan. 90 sworn PF&amp;R employees are eligible for retirement in 2010.</li> <li>• Professional development is not adequate to counteract the current loss of experience and knowledge.</li> </ul> <p><u>Local, Regional, and National Influence</u></p> <ul style="list-style-type: none"> <li>• From an external perspective, reduced funding and lack of communication and coordination with other City bureaus,</li> </ul>
---	---

<ul style="list-style-type: none"> <li>• PF&amp;R partners and works well with other City bureaus, and PF&amp;R should strive to maintain and improve these relationships.</li> <li>• There is staff motivation to overcome public education obstacles and to engage in regional public education initiatives.</li> </ul> <p><u>Consistent Implementation of Priorities</u></p> <ul style="list-style-type: none"> <li>• PF&amp;R has a strong mission and vision, which is followed and respected both internally and externally.</li> </ul>	<p>state officials, and internal constituents in the Fire Marshal’s Office (FMO) has created a poor work environment, which is reflective in FMO’s customer service.</p> <ul style="list-style-type: none"> <li>• PF&amp;R’s staffing structure of both 40-hour employees and shift employees hinder PF&amp;R’s involvement in the decisions of groups making sustainability decisions.</li> <li>• Effectiveness of the public education programs outlined in the Strengths section has diminished over time due to budget cuts and only 2 funded staff working in this area.</li> <li>• There is a lack of clarity and understanding on the purpose of public education within PF&amp;R.</li> </ul> <p><u>Consistent Implementation of Priorities</u></p> <ul style="list-style-type: none"> <li>• Priority changes with individual turnover make a consistent delivery of service difficult.</li> <li>• Response time goals are static and unattainable.</li> </ul>
<b>Opportunities</b>	<b>Challenges</b>
<p><u>Dispatch and Triage Management</u></p> <ul style="list-style-type: none"> <li>• Getting involved in mutual aid initiatives both on a local, regional, and national scale will help interagency relationships both at a management and crew level. These initiatives carry with them efficiencies and benefits to all involved in terms of costs, resources, training, and time.</li> <li>• Improvements with triage and dispatch are needed. Fire response is decreasing and emergency medical response is increasing.</li> <li>• Studying run call volumes and addressing and educating the frequently traveled to communities can result in decreasing the run call volume.</li> <li>• Education as to 9-1-1 alternatives will reduce non-emergency call volume. This includes advertising and education about Portland’s non-emergency call line.</li> <li>• Improvements in response times are possible if there is continued collaboration and partnership with other area fire agencies.</li> </ul>	<p><u>Dispatch and Triage Management</u></p> <ul style="list-style-type: none"> <li>• Interoperability limitations remain. Highly structured systems are needed to coordinate operations at a local, state, and national levels.</li> <li>• Dispatch and triage are difficult due to lack of coordination and training.</li> <li>• Funding reductions have eliminated positions that are vital to emergency response, especially a data analyst position to assist with coordinating information that is important to other City bureaus and community organizations.</li> <li>• PF&amp;R is the catch-all for all of the City’s needs. It is becoming a health care provider for those without insurance. It is also a source for other bureaus to use to limit legal liability in instances where there is an injury.</li> <li>• Response time goals are static and unattainable.</li> <li>• Water supply that is not reliable after 30</li> </ul>

- Being the largest fire agency in Oregon, PF&R has the ability to lead and develop partnerships with fire and emergency service agencies in the surrounding areas.
- PF&R's public education forums to convey the appropriate times to use 9-1-1 need to be expanded.
- PF&R has mutual aid agreements in place with regional fire departments. However, these agreements need improved operational implementation in many instances.
- Joint fire station operation is a long term demand balancing investment across multiple jurisdictions. PF&R has worked with Tualatin Valley Fire & Rescue (TVF&R) to develop a proposal for a joint station that includes Portland's shared ownership of the facility. PF&R has developed a Memorandum of Understanding on the project development of a joint fire station. A fire management area has been determined to assess service demands. However, the partnership decision is on hold until 2012-2014 to allow TVF&R adequate time to assess their current station locations. PF&R jointly operates a fire station with the Gresham Fire Department.

#### Personnel Development

- Interactive workshops with specific minority communities will help ethnic groups to come together to facilitate education, sensitivity, and understanding.
- Creating a new succession plan and promotional review process will allow for new mentoring opportunities and review processes.
- There are a variety of forums that PF&R can use to diversity its staff: grant funded organizations, presentations at high schools, community meetings, and mentoring programs.

#### Local, Regional, and National Influence

- Collaboration with other City bureaus and community organizations will make PF&R a visible presence in the community. It will also allow each constituent to learn from

days in case of a prolonged emergency.

- The topography and industrial base make public safety hard to defend in the City of Portland.
- PF&R's ability to respond is directly affected by time availability, resources, and staff, all of which are strained.
- Strengthening regional partnerships with area fire departments is a challenge. Many factors contribute, including political barriers.
- Slower response times in the City of Portland's peripheral areas need to be addressed.
- Frustrations with information technology need to be addressed.
- The use of PF&R as a health care provider through the 9-1-1 calling process has reached the level of abuse.
- The high and growing rate of EMS calls is a financial burden for communities. Some fire departments across the nation have begun charging fees for certain types of responses.

#### Personnel Development

- The need for a formal succession plan that addresses the new generation of workers entering PF&R's workforce, promotional and review processes, and training and mentoring opportunities.

#### Influence

- Instituting a strong public education program has been difficult due to lack of priority, funding, staff, and internal education about the need for public education.
- PF&R's staffing structure of both 40-hour employees and shift employees hinder PF&R's involvement in the decisions of groups making sustainability decisions.
- The Portland Plan's focus on the new 20-minute neighborhood, which will increase urban density.
- Portland's strong focus on sustainable practices with the formation of eco-districts and the goal of reducing the amount of cars on the road by 30%,

one another to provide the most effective education to the City of Portland.

- PF&R should also expand upon its opportunity to work with other City bureaus and organizations to monitor, target, and expand its own education programs.
- Local, regional, state, and national coordination is needed to help coordinate response for low frequency/high consequence events.
- Coordination with other City bureaus and community organizations can involve PF&R in the planning and execution of sustainable measures.
- PF&R can get involved in many areas and be able to have influence over the outcome: education and awareness about sustainability; alternative transportation; sustainable growth; and health and fitness.
- Better communication and partnership with the Bureau of Technology Service can help with the implementation of current and future IT projects.
- Involvement in the decision making and processes of other City bureaus will make PF&R more of a political presence with the bureaus.
- PF&R and BP&S worked together to resolve issues involving the solar panel program to ensure correct installation and adequate roof access for fire fighting. There is potential for the two bureaus to collaborate earlier in the program development process to identify issues earlier. The partnership should be expanded.
- There was a general desire for PF&R to actively participate in committees at the State level. PF&R recently increased its State-level participation and this has been valued and appreciated. Chief Klum was recognized for his ability to think globally and effectively advocate for the needs of both the region and the state's small fire agencies. There is a concern that PF&R's regional role may be limited at times by requirements to represent only the City of Portland. In some areas, such as the State Incident Management Team, participation should be expanded due to PF&R being the

which will come with increased public transit opportunities in the form of more bicycle lanes and light rail/street car track.

largest fire department in the State. When participating at the State level, PF&R needs to maintain a regional perspective reflecting the varied needs of the region's fire agencies.

Consistent Implementation of Priorities

- Establishing clear priorities for PF&R staff will place the proper attention on areas that need help within PF&R's organization.

## Customer

---

### **Overview**

PF&R is a customer service oriented organization. To stay true to its mission and vision, it must take into consideration the customer in all decision-making processes. For the FY 2010-2015 strategic planning process, PF&R must take into consideration slow economic growth in its decision-making process, as this will drive all service-level decisions in all divisions. The following outlines four areas where information gathered repeatedly highlighted the need for improved customer service: prevention services, culture competency, mutual and regional aid agreements, and public education.

### **Prevention Services**

PF&R has five working prevention programs in place: Code Enforcement, Plan Review, Fire and Arson Investigation, Public Education, and Harbor Master. However, the structural models for providing prevention services are not achieving their desired outcomes.

From an internal perspective, customer service is positive despite training deficiencies, frequent turnover, and inconsistencies. The staffing structure is the largest inconsistency. Both shift and 40-hour employees conduct inspections and investigations through the Company Fire Inspection Program (CFIP) and the Fire Marshal's Office (FMO) respectively. This is problematic and places a burden on the 40-hour employees. Also, there is a cost/benefit misalignment between reaching revenue targets and providing quality service especially in the CFIP. Increased training and hands-on experience are needed to provide better customer service. It is essential to provide high quality customer service, because this guarantees alignment between the fees charged and the quality service provided.

From an external perspective, the staffing structure places a strain on customer service. An inability to properly communicate and coordinate with other City bureaus, state officials, and internal constituents in the FMO creates a poor work environment, which is reflective in the FMO's and the CFIP's customer service. Only 53% of respondents to the *External Code Enforcement Survey* indicate that they strongly agree or agree that PF&R is able to easily and clearly communicate with them regarding the purpose of the Code Enforcement Program. 47% of respondents to the same survey either strongly agree or agree that PF&R is timely in responding to their questions.

As a result, implementing customer requested improvements is a strong step in the right direction. For example, customers described several improvements needed in the invoicing and billing system for permitting and inspections. Buildings linked together and owned by the same company are not billed together. Separate addresses are used, often with incorrect contact information. Requested corrections are not done consistently. The bills have an insufficient level of detail; it is not possible to reconcile billings with the specific property. This is especially significant because one building with one address may be billed by sections, resulting in several invoices. The basis for multiple invoicing of a single building was not understood.

All inspection and investigation programs need improved and additional training opportunities, consistency in conducting investigations and inspections, and coordination with other service providers, such as the Bureau of Development Services (BDS). The frustration level with inconsistency and uneven quality across personnel and over time is extremely high.

### ***Conflicts between Service Level Expectations and Funding Will Intensify***

Portland's economic outlook discussed in the *Financial* section has a profound effect on the type and level of services PF&R will be able to provide. PF&R has a strong presence and influence in the communities it serves and is well respected throughout Portland and Oregon. (See *Local, Regional, and National* discussion) To continue to be an effective emergency service provider, it is important to maintain balance between providing the services customers need and the services they want. Slow economic growth will force a prioritization of the types of services provided by PF&R; however, a strong focus on those most needed will help PF&R to achieve its mission and vision and to continue to be a strong presence locally and regionally. *Run Call Survey* participants expressed concern about PF&R's ability to continue providing core services with limited financial resources. PF&R should focus on adapting to Portland's changing environment, mutual and regional aid agreements, and pertinent public education opportunities.

Portland is a growing city with steady increases in urban density projected. Most areas zoned for commercial development are only 11 – 50% saturated, meaning there is development capacity in the Central City, Urban Centers, Institutional areas, and Neighborhoods. As the City expands, it also experiences demographic shifts. Faced with an aging and more diverse and non-English speaking population, PF&R will likely need to alter and evolve the type of response needed to serve its customers. Interactive workshops with specific minority communities will help ethnic groups to come together to facilitate education, sensitivity, and understanding. Cultural competency in emergency situations will improve as a result.

Mutual and regional aid agreements offer an opportunity for PF&R to provide and receive services from other emergency service providers. There are efficiencies in collaboration and cooperation, which is important in light of the weak 5-year economic forecast impacting the entire region. Partnerships with and respect from other City bureaus and community organizations will ease political tensions and generate support when funding is scarce. (See *Local, Regional, and National* discussion.)

PF&R is becoming the catch-all for all of the City's needs. It is a health care provider for those without insurance. It is also a source other Bureaus use to limit legal liability in instances where there is an injury. It is important to understand these customers, their needs, and how to mitigate

the tension between run call volume and services provided. However, current funding eliminates positions that are vital to emergency response, especially a data analyst position to assist with coordinating information that is important to analyze run call destinations and services provided.

Expansion of PF&R's public education forums is a mechanism to at least combat non-emergency run call volume. Currently, PF&R has many useful Public Education tools. For example, the Belmont Learning Center, social media outlets, the Bombero Program, Juvenile Fire Setter Program, High-Rise Floor Warden Program, and public education announcements. Effectiveness of the public education programs has diminished over time due to budget cuts. Internally, there is staff motivation to overcome public education obstacles and to engage in regional public education initiatives. However, a lack of clarity and understanding of the purpose of public education thwarts the momentum for new public education initiatives. It is important to have a clear internal public education strategy to generate buy-in at the staff level. Public education is a proactive and preventive program that needs to become a priority. In light of rising service level expectations, it has the potential for targeted communication of PF&R's service scope, purpose, and appropriate use.

**Key Findings**

1. *The structural models for providing prevention services are not achieving desired outcomes.*
  - a. The mix of full-time and intermittent staffing needs to be restructured to resolve poor quality issues.
  - b. Implement customer requested improvements: billing system/invoice improvements; one-stop shopping model; improved communications.
  - c. Consistency is needed across people and over time.
  - d. Training needs to be strengthened.
  - e. Expanded public education expectations for health, wellness, disaster, and emergency preparedness require well-communicated guidelines.
2. *The conflict between service level expectations and funding will intensify.*
  - a. The type of response needed from PF&R is diversifying, and resources are scarce.
  - b. Urban and population growth and infill.
  - c. Changing demographics, health care gaps, and legal liability management are driving increased and varied service level needs.
  - d. Public education expectations are rising.
  - e. Mutual and regional aid agreements offer an opportunity for PF&R to provide and receive services from other emergency service providers.
  - f. PF&R capacity to analyze operations and provide public education has been diminished through staff position elimination.

<b>Strengths</b>	<b>Weaknesses</b>
<p><u>Prevention Services</u></p> <ul style="list-style-type: none"> <li>• PF&amp;R has five working prevention programs in place: Code Enforcement, Plan Review, Fire and Arson Investigation, Public Education, and Harbor Master.</li> </ul>	<p><u>Prevention Services</u></p> <ul style="list-style-type: none"> <li>• From an external perspective, reduced funding and lack of communication and coordination with other City bureaus, state officials, and internal constituents in</li> </ul>

- From an internal perspective, customer service is positive.

Conflicts between Service Level Expectations and Funding will Intensify

- PF&R has a strong presence and influence in the communities it serves.
- PF&R partners and works well with other City bureaus and PF&R should strive to maintain and improve these relationships.
- PF&R is well respected within the City of Portland.
- Improved communications planning in terms of internal communication tools, media relations, community outreach, and information technology coordination.
- Cultural and diversity training have started to improve conflict resolution skills. PF&R would like to evaluate the level of improvement with regard to diversity issues.
- Proficiencies in providing traditional fire education.
- PF&R is well respected in the community.
- PF&R has many useful Public Education tools. For example, the Belmont Learning Center, social media outlets, the Bombero Program, Juvenile Fire Setter Program, High-Rise Floor Warden Program, and public education announcements.

the Fire Marshal's Office (FMO) has created a poor work environment, which is reflective in FMO's customer service.

- The staffing structure for inspections and investigations of having both shift and 40-hour employees is problematic for those working with PF&R, and it places a burden on the 40-hour workers.
- 53% of respondents to the *External Code Enforcement Survey* indicate that they strongly agree or agree that PF&R is able to easily and clearly communicate with them regarding the purpose of the Code Enforcement Program.
- 47% of respondents to the same survey either strongly agree or agree that PF&R is timely in responding to their questions.
- Priority changes with individual turnover making a consistent delivery of service difficult.
- The billing system for permits and inspections is a source of frustration. Buildings linked together and owned by the same company are not billed together. Separate addresses are used, often with incorrect contact information. Requested corrections are not done consistently. The bills have an insufficient level of detail; it is not possible to reconcile billings with the specific property. This is especially significant because one building with one address may be billed by sections, resulting in several invoices. The basis for multiple invoicing of one building was not understood.

Shifting Expectations

- Cultural competency in emergency situations in terms of knowledge of customs and language needs to be stronger.
- Effectiveness of the public education programs outlined in the strengths section has diminished over time due to budget cuts.
- Lack of clarity and understanding of the purpose of public education.
- Funding eliminates positions that are vital to emergency response, especially a

	data analyst position to assist with coordinating information that is important to other City bureaus and community organizations.
<b>Opportunities</b>	<b>Challenges</b>
<p><u>Prevention Services</u></p> <ul style="list-style-type: none"> <li>• FMO professional engineer at Bureau of Development Services to do analysis of plans and permits can facilitate efficiencies within PF&amp;R and BDS.</li> <li>• More training opportunities for inspectors both in the CFIP and FMO; although knowledgeable in most instances, there is a lack of consistency in their training.</li> <li>• PF&amp;R should expand upon its coordinated service programs, for example its permit programs with BDS, because they work well.</li> </ul> <p><u>Conflicts between Service Level Expectations and Funding will Intensify</u></p> <ul style="list-style-type: none"> <li>• PF&amp;R partners and works well with other City bureaus, and PF&amp;R should strive to maintain and improve these relationships.</li> <li>• Expansion of PF&amp;R's public education forums to convey the appropriate times to use 9-1-1.</li> <li>• Better communication and partnership with the Bureau of Technology Services can help with the implementation of current and future IT projects.</li> <li>• Preparation for growth and urban density.</li> <li>• Educational opportunities exist in lower socioeconomic areas.</li> <li>• Community risk assessments and mutual aid agreements will assist with future planning and understanding the City of Portland and surrounding region.</li> <li>• Collaboration with other City bureaus and community organizations will make PF&amp;R a visible presence in the community. It will also allow each constituent to learn from one another to provide the most effective education to the City of Portland.</li> <li>• PF&amp;R should also expand upon its opportunity to work with other City</li> </ul>	<p><u>Prevention Services</u></p> <ul style="list-style-type: none"> <li>• Lack of training, employee turnover, and inconsistencies in goal alignment make carrying out inspections and issuing permits difficult.</li> <li>• Cost/benefit misalignment within the CFIP program.</li> <li>• Implement customer requested improvements: billing system/invoice improvements; one-stop shopping model; improved communications.</li> </ul> <p><u>Conflicts between Service Level Expectations and Funding will Intensify</u></p> <ul style="list-style-type: none"> <li>• Portland is a growing city with steady increases in urban density, diversity, and non-English speakers, and an aging population.</li> <li>• The Portland Plan's focus on the new 20-minute neighborhood, which will increase urban density.</li> <li>• Portland's strong focus on sustainable practices with the formation of eco-districts and the goal of reducing the amount of cars on the road by 30%, which will come with increased public transit opportunities in the form of more bicycle lanes and light rail/street car track.</li> <li>• Most areas zoned for commercial development are only 11 - 50% saturated meaning there is development capacity in the Central City, Urban Centers, Institutional areas, and Neighborhoods.</li> <li>• Instituting a strong public education program has been difficult due to lack of priority, funding, staff, and internal education about the need for public education.</li> <li>• There is a lot about other cultures that is unknown to PF&amp;R.</li> </ul>

<p>bureaus and organizations to monitor, target, and expand its own education programs.</p> <ul style="list-style-type: none"> <li>• There is staff motivation to overcome public education obstacles and to engage in regional public education initiatives.</li> <li>• Interactive workshops with specific minority communities will help ethnic groups to come together to facilitate education, sensitivity, and understanding.</li> </ul>	<ul style="list-style-type: none"> <li>• PF&amp;R is the catch-all for all of the City’s needs. It is becoming a health care provider for those without insurance. It is also a source for other bureaus to use to limit legal liability in instances where there is an injury.</li> <li>• The high and growing rate of EMS calls is a financial burden for communities as some fire departments across the nation have begun charging fees for certain types of responses.</li> </ul>
--	--

## Learning and Growth

### **Overview**

Sustaining the ability to continuously change and improve comes as a result of constructively adapting to changes both internally and externally. The following information describes Portland’s evolution, emerging trends, and how PF&R will need to take an active leadership role in shaping its position in pertinent local, regional, and national communities.

### ***The type of response needed from PF&R is diversifying***

Portland is evolving and changing. The demographics are shifting and Portland’s population is aging and becoming more diverse. The type and level of response needed from PF&R is shifting as well. The Bureau is progressing by offering opportunities for language education through Rosetta Stone and cultural competency training courses. Cultural awareness is important, as it allows for efficient response. However, cultural awareness is also a two-way responsibility. Community groups concerned with their cultural representation and understanding can proactively involve themselves with PF&R to understand its operations and practices.

It is important to establish interactive relationships between Portland’s public safety community and its residents to facilitate education, sensitivity, and understanding. There is difficulty in coordinating the structure and extent of the partnerships. However, involvement in the processes of other City bureaus and community organizations allows PF&R to impact decision-making.

There are many ideas and initiatives flowing from the Portland Plan, the City’s 20-year strategic plan, that will have a direct impact on PF&R’s operations and ability to respond. Sustainability initiatives, infrastructure maintenance and structure, and commercial development will diversify the type of response needed from PF&R.

### ***Invest and cultivate relationships with other City bureaus and community organizations on a local, regional and national scale***

PF&R is the largest fire department in the State of Oregon. It has the opportunity to be a proactive leader locally, regionally, and nationally with fire departments, community groups and advocates, and academic institutions. There are many efficiencies that stem from partnerships as previously mentioned in the *Financial and Internal Business Processes* discussion.

Locally, there are barriers that prevent coordination and cooperation, such as a lack of interoperability, legal restrictions, differences in training models, size of organization, and

differences in staffing. However, PF&R’s mutual aid agreement with Gresham is an example of cooperation and collaboration that is working. From this agreement, new understanding can grow.

Working with other City bureaus is difficult as well. The PF&R staffing structure is an influence barrier. The Fire Marshal’s Office (FMO) operates on a 40-hour week. It is easy for sustainability groups to coordinate with the FMO. It is more difficult to communicate with station personnel because of their schedules. Reductions in central 40-hour staff positions have exacerbated this issue.

Regionally and nationally, cooperation and collaboration have been slow. Again, barriers exist that prevent working together; however, fire and emergency services on a national scale will meet many challenges as the new decade progresses. To take advantage of potential opportunities, fire and emergency services will need to examine their service levels as a function of economic instability, regionalization, demographic shifts, succession, terrorism, fire prevention and safety education, and emergency medical services. American fire departments are facing the same issues. It is time to work alongside each other.

**Key Findings**

1. *The Type of Response needed from PF&R is diversifying*
  - a. Changing demographics are driving increased and varied service level needs
  - b. Understanding the City of Portland residents to foster interactive partnerships
  - c. Portland’s sustainability initiatives elicit a specific type of response
2. *Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale*
  - a. Develop new and continue to cultivate existing mutual aid agreements
  - b. Investing and cultivating relationships with other City bureaus and community organizations on a local, regional, and national scale will facilitate needed change
    - i. Growing understanding of the need for fundamental changes to address the challenges of the current operating environment
    - ii. Generating acceptance and interest for new operating practices requires investment in partnerships and implementing ideas

<b>Strengths</b>	<b>Weaknesses</b>
<p><u><i>The type of response needed from PF&amp;R is diversifying</i></u></p> <ul style="list-style-type: none"> <li>• The Rosetta Stone language program has sparked an interest among staff to be proactive in terms of learning other languages. PF&amp;R uses other tools well to bridge communication gaps.</li> </ul>	<p><u><i>The type of response needed from PF&amp;R is diversifying</i></u></p> <ul style="list-style-type: none"> <li>• Cultural competency in emergency situations in terms of knowledge of customs and language needs to be stronger.</li> </ul>

<ul style="list-style-type: none"> <li>• Cultural and diversity training have started to improve conflict resolution skills.</li> </ul> <p><u><i>Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale</i></u></p> <ul style="list-style-type: none"> <li>• PF&amp;R partners and works well with other City bureaus, and PF&amp;R should strive to maintain and improve these relationships.</li> </ul>	<p><u><i>Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale</i></u></p> <ul style="list-style-type: none"> <li>• PF&amp;R engages in reduced mutual aid with area fire agencies, specifically Clackamas Fire District.</li> <li>• Mutual aid is difficult because there is a lack of interoperability, legal restrictions, differences in training models, size of organization, and differences in staffing.</li> <li>• The PF&amp;R staffing structure is an influence barrier.</li> </ul>
<p><b>Opportunities</b></p>	<p><b>Challenges</b></p>
<p><u><i>Dispatch and Triage Management</i></u></p> <ul style="list-style-type: none"> <li>• Improvements in response times are possible if there is continued collaboration and partnership with other area fire agencies.</li> </ul> <p><u><i>Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale</i></u></p> <ul style="list-style-type: none"> <li>• Being the largest fire agency in Oregon, PF&amp;R has the ability to lead and develop partnerships with fire and emergency service agencies in the surrounding areas.</li> <li>• There are a variety of different forums that PF&amp;R can use to diversity its staff: grant funded organizations, academic institutions, community meetings, and mentoring programs.</li> <li>• Involvement in the decision-making processes of other City bureaus will make PF&amp;R more of a political presence with the bureaus.</li> <li>• PF&amp;R can get involved in many areas and be able to have influence over the outcome: education and awareness about sustainability; alternative transportation; sustainable growth; and health and fitness.</li> <li>• Collaboration with other City bureaus and community organizations will make PF&amp;R a visible presence in the community. It will also allow each constituent to learn from one another to provide the most effective</li> </ul>	<p><u><i>The type of response needed from PF&amp;R is diversifying</i></u></p> <ul style="list-style-type: none"> <li>• Portland is a growing city with steady increases in urban density, diversity, and non-English speakers, and an aging population.</li> <li>• The topography and industrial base make public safety hard to defend in the City of Portland.</li> </ul> <p><u><i>Invest and cultivate relationships with other City bureaus and community organizations on a local, regional, and national scale</i></u></p> <ul style="list-style-type: none"> <li>• It is difficult to create strong regional partnerships because of reduced mutual aid with area fire departments, specifically Clackamas Fire District, along with the political barriers that make mutual aid difficult and challenging.</li> <li>• Portland’s new 20-year strategic plan, the Portland Plan, dictates the City’s new goals, objectives, and strategies. To be an influential participant in its creation, PF&amp;R has to attend the openly public planning meetings.</li> <li>• The Portland Plan has a strong focus on sustainable practices with the formation of eco-districts and the goal of reducing the amount of cars on the road by 30%, which will come with increased public transit opportunities in the form of more bicycle lanes and light rail/street car</li> </ul>

<p>education to the City of Portland.</p> <ul style="list-style-type: none"> <li>• Interactive workshops with specific minority communities will help ethnic groups to come together to facilitate education, sensitivity, and understanding.</li> </ul>	<p>track.</p> <ul style="list-style-type: none"> <li>• Coordination with other City bureaus and community organizations can involve PF&amp;R in the planning and execution of sustainable measures.</li> <li>• PF&amp;R's staffing structure of both 40-hour employees and shift employees hinder PF&amp;R's involvement in the decisions of groups making sustainability decisions.</li> </ul>
--	---

## Consolidated Emerging Strategic Themes and Issues

Key findings were developed for each component of BSC framework. These findings have been consolidated to emerging strategic themes and issues. They were distilled based on their repeated mention throughout stakeholder interviews, environmental scan, focus groups, and surveys. They are presented in two categories and listed in order of priority (high to low). The BSC areas generating the themes and issues are referenced with abbreviations: Finance (F), Internal Business Process (B), Customer (C), and Learning and Growth (L). The sources are referenced with abbreviations: Stakeholder (ST), Environmental Scan (EN), Focus Groups (FG), and Surveys (SU).

### OPERATING ENVIRONMENT – Strong and Forceful Drivers

- *Conflicts between service level expectations and funding will intensify. (F)(C) (EN)*
  - Population growth and urban infill will continue. (C)
  - General fund dollar per capita will decrease. (F)
  - Roads, bridges, water, and sewer infrastructure revitalization is underfunded. (F)
  - Apparatus life has been extended and replacement deferred. (F)
  - Public education expectations are rising. (F)(C)
- *The type of response needed from PF&R is diversifying, and resources are scarce. (C)(L) (EN)(FG)(SU)*
  - Changing demographics, health care gaps, and legal liability management are driving increased and varied service level needs. (C)(L)
  - PF&R capacity to analyze operations and provide public education has been diminished through staff position elimination. (C)
  - Understanding the City of Portland residents requires fostering interactive partnerships. (L)
  - Portland's sustainability initiatives require a specific type of response. (L)

### RESPONSE – Prudent Strategic Change Initiatives

- *Dispatch and Triage Management (F)(B)(C)(L) (EN)(FG)(SU)*

- a. Expand local and regional training, coordination, and involvement to facilitate mutual aid, interoperability, cooperation, and the resulting efficiencies, up to and including establishing regional dispatch. (B)
  - b. Develop new and continue to cultivate existing mutual aid agreements. (F)(B)(C)(L)
  - c. Strengthen 9-1-1 and alternative care public education. (F)(B)
  - d. PF&R has unique technology requirements that require flexible and functional hardware and software systems to operate efficiently. (B)
  - e. Maintain an appropriate balance of staff, equipment, and training between fire and emergency medical response, including non-emergency response. (F)(B)
  - f. Improve coordination of low frequency/high risk events. (B)
- *The structural models for providing prevention services are not achieving desired outcomes. (C) (FG)(SU)*
    - a. The mix of full-time and intermittent staffing needs to be restructured to resolve poor quality issues. (C)
    - b. Implement customer requested improvements: billing system/invoice improvements; one-stop shopping model; improved communications. (C)
    - c. Consistency is needed across people and over time. (C)
    - d. Training needs to be strengthened. (C)
    - e. Expanded public education expectations for health, wellness, disaster, and emergency preparedness require well-communicated guidelines. (C)
- *A comprehensive and structured personnel development structure is needed. (F)(B) (ST)(EN)(FG)(SU)*
    - a. Expand leadership and management training. (F)(B)
    - b. Establish performance measurement and review. (F)(B)
    - c. Augment training and education to bridge the gap between sworn and non-sworn employees. (F)(B)
    - d. Strengthen recruiting strategies and execution that are focused on outreach to groups and individuals that are reflective of the composition of the City. (B)
- *Invest and cultivate relationships with other City bureaus and community organizations on a local, regional and national scale to facilitate needed change. (B)(L) (ST)(EN)(FG)(SU)*
    - a. The current environment for fire departments nationally is similar. (B)(L)
      - Growing understanding of the need for fundamental changes to address the challenges of the current operating environment. (B)(L)
      - Generating acceptance and interest for new operating practices requires investment in partnerships and implementing ideas. (B)(L)
    - b. The Portland Plan is the City of Portland's strategic plan. (B)
      - PF&R's current strategic plan focus differs from the Portland Plan.(B)
      - PF&R needs to influence and acknowledge the City's initiatives and desired outcomes. (B)
    - c. Understanding the City of Portland residents requires fostering interactive partnerships. (B)

- d. Portland's sustainability initiatives require a specific type of response. (B)
- *Implement priorities consistently with reasonable opportunity for achieving them. (B) (FG)*
  - a. Allocate funds per priority across all departments. (B)
  - b. Balance annual budgets and long term capital needs. (B)
  - c. Align strategies, objectives, goals and performance measures with funded resources. (B)
    - Adjust performance measures as resources change to maintain relevance. (B)