An assessment and recommendations by students in the Masters of Urban and Regional Planning program at Portland State University.
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Fire Management Area 11- Lents

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I. Executive Summary

Between 2000 and 2017, the call volume for Portland Fire and Rescue (PF&R) increased by 23%; the majority of this growth came from “medical” and “other” calls rooted in non-fire causes. This increase in non-fire related calls impacts the whole Portland community as firefighters who continually respond to “low acuity calls” have less capacity and availability to respond to fire related calls. The Blueprint for Success project is an initiative from PF&R to understand the reasons behind this increase and to create community-based strategies to reduce call volume. This project was originally based off of initial work done by a Masters in Urban and Regional Planning (MURP) workshop team in the winter and spring of 2018 and has now been taken on by students in the Qualitative Methods class, a required course for first year MURP students. This report summarizes the findings and recommendations of year one of three in this partnership between the MURP program and PF&R.

Over the relatively short time-frame of ten weeks, students worked in four very different Fire Management Areas (FMAs): Lents, Woodstock, Sandy Blvd, and Alberta Park. Teams conducted assessments of existing conditions with emphasis on understand the demographics, history, community assets, urban form, livability, and equity challenges of the neighborhoods with their assigned FMA. Teams also conducted interviews with fire station staff and community members and held strategy sessions to cultivate community-based solutions to the problem of increased call volumes. Together, the student’s research demonstrates that while each FMA is distinctly unique in geographical area, urban form, assets and community demographics, etc. they each face the same challenges of rising non-fire-related call data. The research shows an overwhelming need for greater social and behavioral health support of the most vulnerable populations in our communities.

Although not an exhaustive process within the communities that surround the FMAs, the strategy sessions generated many recommendations for possible solutions. One common recommendation across all four project teams was to increase funding and staff capacity for teams that address behavioral health and connectivity of services i.e. Community Health Assessment Teams (CHAT), the Meals on Wheels Gatekeeper program and/or a service comparable to Eugene's Crisis Assistance Helping out on the Streets (CAHOOTS) program. Another common recommended strategy was to improve the dispatch model to ensure fire crews are equipped with the right tools and services when they are dispatched. Other common recommendations include: increasing community partnerships to coordinate services and resources; updating the website with information and education on more than just fire-related calls; and establishing a non-emergency number and call center to offer a 911 alternative, i.e. a 311 number. The project teams sincerely hope that the information presented in the following report helps station captains and PF&R administration to create workable solutions that respond to the needs of our communities.
II. Existing Conditions

Overview

Fire Management Area (FMA) 11, commonly referred to as Lents, spans over eight neighborhoods—Lents, Brentwood-Darlington, Mt. Scott-Arleta, Foster-Powell, South Tabor, Powellhurst-Gilbert, and Montavilla. The FMA closely aligns with Portland’s Lents neighborhood and spreads over 5.30 sq. miles, 5.29 of which is land and .01 of which is water. Most of this land is within the City of Portland, although, .12 sq. miles of the FMA lies within Clackamas Co. (PF&R, 2018).

Map showing FMA 11 and Portland neighborhoods. Map by Ryan Dyar. Data: RLIS and PF&R

The population density of Lents is 5,561 persons per square mile (City of Portland, 2018). Lents is relatively thinly populated when compared to other neighborhoods in Portland. By comparison, the densest neighborhood in Portland, Old/Town Chinatown, has 18,550 persons per square mile. When ranked by population density, Lents falls in the middle of all Portland neighborhoods, ranked 50 on a list of 102 considered. Although not dense comparatively, the neighborhood has one of the largest populations in the city, 20,465 in total (Statistical Atlas, 2018).
Demographics

Overall, there is more demographic diversity within FMA 11 than in the city of Portland. It is important for PF&R staff to be aware of the unique demographic characteristics of FMA 11 as these characteristics may lead to unique challenges within Lents. Some of these challenges likely contribute to increased fire risk and/or low acuity call volumes within the area.

Sex

Of the 32,909 residents of FMA 11, 16,976 are male and 15,933 are female. This means that the male to female ratio within the FMA (107:100) is higher than the ratio within the city of Portland (98:100). The “over 80” group is the only age group for which the FMA has a significantly higher number of females than males.

Age and Sex of FMA 11 Residents

Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.
**Age**

Overall, FMA 11 houses a slightly lower percentage of elderly residents than the Portland average. 17.6% of Portland’s population is over 60 years old, compared to 14.7% of FMA 11’s population. Elderly residents are likely to need services such as medical assistance and lift assists more frequently than other age groups, so having a smaller percentage of elderly residents within FMA 11 may be expected to lead to fewer of these types of calls. However, many of the elderly residents within FMA 11 live in assisted living facilities, rather than with family members who can care for them, and Station 11 reports that they are frequently called to perform services such as lift assists at those facilities.

**Race**

The population of FMA 11 is more racially diverse than the population of Portland as a whole. 71.6% of the population of Portland is white, while only 59.1% of the population of FMA 11 is white. 40.9% of the residents in Lents are people of color, and there are significant Asian and Hispanic/Latino communities living within the FMA. The racial and ethnic diversity within FMA 11 is an asset of the community, but it may lead to cultural barriers between residents and emergency service providers - such as PF&R staff. It is important for the officers serving this community to be aware of the various cultures that are present in the FMA so that they can have more positive and productive interactions with community members.

**Race/Ethnicity of FMA 11 and Portland Residents**

<table>
<thead>
<tr>
<th>Race</th>
<th>Number of Individuals in FMA</th>
<th>Percentage of FMA Population</th>
<th>Percentage of Portland Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>22844</td>
<td>59.1%</td>
<td>71.6%</td>
</tr>
<tr>
<td>Black</td>
<td>1596</td>
<td>4.1%</td>
<td>5.6%</td>
</tr>
<tr>
<td>American Indian/Alaskan Native</td>
<td>266</td>
<td>0.7%</td>
<td>0.5%</td>
</tr>
<tr>
<td>Asian</td>
<td>5475</td>
<td>14.2%</td>
<td>7.5%</td>
</tr>
<tr>
<td>Native Hawaiian/Pacific Islander</td>
<td>60</td>
<td>0.2%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Hispanic/Latino</td>
<td>5736</td>
<td>14.8%</td>
<td>9.7%</td>
</tr>
<tr>
<td>2 or More Races</td>
<td>1437</td>
<td>3.7%</td>
<td>4.3%</td>
</tr>
<tr>
<td>Other</td>
<td>1232</td>
<td>3.2%</td>
<td>0.3%</td>
</tr>
</tbody>
</table>

*Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.*
Language

Based on the racial/ethnic composition of FMA 11, it is no surprise that there is also greater language diversity within the FMA than is present in Portland as a whole. Nearly a third of households in FMA 11 speak a language other than English. Of those households, 32% speak limited English in addition to their native language, and 68% speak non-limited English in addition to their native language. Spanish and Asian/Pacific Islander languages are the most commonly spoken non-English languages in the FMA. With 10% of all households in the FMA speaking limited English, there is significant potential for language barriers to occur between the firefighters at Station 11 and the people they serve in their community. These barriers may make it difficult for community members to communicate their needs to PF&R staff and for firefighters to properly address those needs.

<table>
<thead>
<tr>
<th>Language(s) Spoken by Residents of FMA 11 and Portland</th>
<th>Number of Individuals in FMA</th>
<th>Percentage of FMA Population</th>
<th>Percentage of Portland Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>English Only</td>
<td>7,961</td>
<td>67.7%</td>
<td>81%</td>
</tr>
<tr>
<td>Spanish</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1,429</td>
<td>12.1%</td>
<td>6.8%</td>
</tr>
<tr>
<td>Limited-English</td>
<td>238</td>
<td>2.0%</td>
<td>4.1%</td>
</tr>
<tr>
<td>Non-Limited English</td>
<td>1,191</td>
<td>10.1%</td>
<td>2.7%</td>
</tr>
<tr>
<td>Indo-European</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>506</td>
<td>4.3%</td>
<td>4.6%</td>
</tr>
<tr>
<td>Limited English</td>
<td>167</td>
<td>1.4%</td>
<td>3.0%</td>
</tr>
<tr>
<td>Non-Limited English</td>
<td>339</td>
<td>2.9%</td>
<td>1.6%</td>
</tr>
<tr>
<td>Asian/Pacific Islander</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1,654</td>
<td>14.1%</td>
<td>6.2%</td>
</tr>
<tr>
<td>Limited English</td>
<td>783</td>
<td>6.7%</td>
<td>2.7%</td>
</tr>
<tr>
<td>Non-Limited English</td>
<td>871</td>
<td>7.4%</td>
<td>3.5%</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>212</td>
<td>1.8%</td>
<td>1.4%</td>
</tr>
<tr>
<td>Limited English</td>
<td>37</td>
<td>0.3%</td>
<td>0.9%</td>
</tr>
<tr>
<td>Non-Limited English</td>
<td>175</td>
<td>1.5%</td>
<td>0.5%</td>
</tr>
</tbody>
</table>

Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.
Educational Attainment

Data provided in this section is based on the educational attainment of adult residents who are over 25 years old. The most common level of educational attainment of adults within FMA 11 is acquirement of a high school diploma or GED, with 27.8% of the population obtaining that level of education. In contrast, a Bachelor’s degree is the most common level of educational attainment within the city of Portland (28.1%). Within the FMA, only 14.2% of the population has attained a Bachelor’s degree, with 81.1% of the population obtaining less than that level of education. Only 4.6% of the residents within FMA 11 have obtained Graduate or Professional degree, compared to 18.8% within the city of Portland. Lower educational attainment levels within the FMA may mean that residents are less informed about fire safety. Less educated individuals may also have less knowledge about how to access non-emergency services, or about how to navigate bureaucratic systems in order to gain access to resources that they may need. This may contribute to the high number of low acuity calls within FMA 11.

Educational Attainment of Residents of FMA 11 and Portland (Age 25+)

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Number of Individuals in FMA</th>
<th>Percentage of FMA Population</th>
<th>Percentage of Portland Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 9th Grade</td>
<td>2,319</td>
<td>10.3%</td>
<td>3.7%</td>
</tr>
<tr>
<td>9-12th Grade (No Diploma)</td>
<td>2580</td>
<td>11.4%</td>
<td>4.7%</td>
</tr>
<tr>
<td>High School Diploma/GED</td>
<td>6296</td>
<td>27.8%</td>
<td>15.9%</td>
</tr>
<tr>
<td>College-less/Some College (No Degree)</td>
<td>5,637</td>
<td>24.9%</td>
<td>21.7%</td>
</tr>
<tr>
<td>Associate’s Degree</td>
<td>1536</td>
<td>6.8%</td>
<td>7.1%</td>
</tr>
<tr>
<td>Bachelor’s Degree</td>
<td>3206</td>
<td>14.2%</td>
<td>28.1%</td>
</tr>
<tr>
<td>Graduate/Professional Degree</td>
<td>1,061</td>
<td>4.6%</td>
<td>18.8%</td>
</tr>
</tbody>
</table>

Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.

Household Size:

There are a total of 11,760 households within FMA 11. Families account for 7,377 of these households. The average household size within the FMA is 2.79 people, which is slightly higher than Portland’s average of 2.36. Single-person households are the most common type of household within the FMA, but 25% of households within FMA 11 are comprised of 5 or more people.
### Household Sizes within FMA 11 and Portland

<table>
<thead>
<tr>
<th>Number of People in Household</th>
<th>Number of Households in FMA</th>
<th>Percentage of FMA Households</th>
<th>Percentage of Portland Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>4,383</td>
<td>37.3%</td>
<td>34.2%</td>
</tr>
<tr>
<td>Two</td>
<td>2,496</td>
<td>21.2%</td>
<td>33.9%</td>
</tr>
<tr>
<td>Three</td>
<td>1,940</td>
<td>16.5%</td>
<td>14.7%</td>
</tr>
<tr>
<td>Four or More</td>
<td>2,940</td>
<td>25%</td>
<td>17.3%</td>
</tr>
</tbody>
</table>

*Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.*

### Household Income:

The disparities in educational attainment discussed earlier strongly correlate with the difference between household incomes within FMA 11 and the city of Portland. 23.6% of the households within FMA 11 fall below the poverty line, compared to 10.5% of households within Portland. The most common household income range within FMA 11 is $25,000 to $39,999. In contrast, the most common income range in Portland is $50,000 to $99,999. Households earning over $100,000/year account for 26.7% of Portland households, but only 9.4% of FMA 11 households. Low income individuals and families are more likely to need access to external services and resources, possibly including emergency services, in order to achieve a reasonable standard of living. Additionally, low income households may struggle to afford maintenance for their homes, which may increase fire risk within the FMA. If housing prices continue to rise within the FMA, low income individuals and families may become unsheltered within the FMA, or they may be displaced to other parts of the city.

### Household Incomes within FMA 11 and Portland

<table>
<thead>
<tr>
<th>Income Range (Dollars)</th>
<th>Number of Households in FMA</th>
<th>Percentage of FMA Households</th>
<th>Percentage of Portland Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;10,000</td>
<td>1,425</td>
<td>12.1%</td>
<td>8.1%</td>
</tr>
<tr>
<td>10,000 - 24,999</td>
<td>2,049</td>
<td>17.4%</td>
<td>13.9%</td>
</tr>
<tr>
<td>25,000 - 49,999</td>
<td>3,804</td>
<td>32.4%</td>
<td>21.6%</td>
</tr>
<tr>
<td>50,000 - 99,999</td>
<td>3,375</td>
<td>28.7%</td>
<td>29.6%</td>
</tr>
<tr>
<td>100,000 - 199,999</td>
<td>1,047</td>
<td>8.9%</td>
<td>20%</td>
</tr>
<tr>
<td>&gt;200,000</td>
<td>58</td>
<td>0.5%</td>
<td>6.7%</td>
</tr>
</tbody>
</table>

*Source: American Census Bureau. 2012-2016 ACS data. FMA proportional tract data provided by PF&R.*
The demographic diversity within FMA 11 sets it apart from the city of Portland as a whole. The cultural diversity within the FMA provides the area with a unique sense of character, but the FMA also faces a unique set of challenges. The significant presence of cultural and language barriers, low educational attainment levels, and low household incomes within the FMA present greater challenges for residents, as well as the people who serve them, than the rest of Portland. Understanding the demographic composition of FMA 11, and acknowledging the unique challenges within the FMA, can help PF&R generate more positive and productive interactions with community members in Lents.

**History and Assets**

PF&R Station 11 is located centrally in Lents, Oregon. A review of the Lents neighborhood’s history and assets can help us to better understand the origins of issues and strengths specific to the region. Many of the significant historical incidents and landmarks of Lents established the foundation of problems that are relevant to the neighborhood today, and that staff at Station 11 deal with regularly. The following section is a non-exhaustive review of the significant historical points in Lents history, followed by a brief inventory of assets contained within the station and neighborhood at large.

**Lents and Territory History**

In the mid-1800s, settlers spread throughout the Willamette Valley of the Oregon territory looking to establish land claims. The northern fork of the Oregon Trail was a common path for searching settlers. This fork eventually became a farm-to-market road called Foster Road, named after Philip Foster, a pioneer who established a farm to the Southeast of the Oregon Trail, near Estacada (Lents Oregon). In 1852, a 22-year-old stone mason from Ohio named Oliver Perry Lent, and his wife, took the northern fork of the Oregon Trail to a small town east of Portland called Sycamore. In 1866, the Lents moved to a 190-acre tract of land between Sycamore and Portland with the intention to farm the land. In 1892, Oliver’s eldest son, George Lent, platted this tract of land and gave it his father’s namesake: the town of Lent (Lents Oregon).

A half mile outside of Portland, the town’s original borders stretched from what is now southeast Foster Road, southeast Duke Street, southeast 92nd Avenue, and southeast 97th Ave. Spanning northwest to southeast across the territory of Lent, Foster Rd intersected Powell Valley Rd which connected settlers to the Port and market center of Downtown Portland. Being close to the Columbia River, SE 82nd Avenue and SE 92nd Avenue gave travelers arriving by boat direct north-south access routes to southern points such as Oregon City (Bureau of
Planning). The popularity of these routes from the beginning aided the growth of the town of Lent and soon it became a self-sufficient city with its own economic function.

Early View of Lents, Oregon (pdxhistory.com)

A pharmacy was established on the northeast corner of 92nd and Foster, and in 1886 a post office was built. Using the area’s natural resources, many prominent sawmills were established including one built, maintained and owned by Oliver Lent himself. Oliver was also the town of Lent’s justice of the peace, school director and road supervisor. Due to his prominence in the town, people began to commonly refer to the town as “Lent’s”, as in “Let’s go to Lent’s town,” and soon the name changed to what we now know it as. Oliver Lent died in 1899, but his town grew into a self-sufficient suburb of Portland, early on including its own barbershop, furniture store, undertaker, and taverns (Bureau of Planning).

In 1892, streetcar lines were built running down from Portland, across the Hawthorne Bridge and into the town of Lent via the Mt. Scott Car Line. These lines connected Lent to Gresham and Estacada, further fueling the town’s growth (Lents Oregon).
In 1912 Lents was annexed into the City of Portland by a very close vote. (History of Lents) Being still a half mile away from the major downtown hub of Portland, Lents was often neglected as a part of the City’s growing infrastructure. Due to its predominantly low-class population and high rates of crime, not much attention was given to policy and urban growth management, notably including the town’s sewer and water systems. The neighborhood’s modern utility systems and policies still struggle to get adequate attention today (Bureau of Planning).

Lents remained a primarily farm and industry-oriented community. In the early decades of the 20th century, Dwyer’s Lumber Mill was a significant source of local employment and economic contribution as it was one of the few large employers in the region. Despite being relatively low on the socio-economic scale, Lents was considered a welcoming area and a safe place to work and raise a family. Throughout the mid-20th century Lents contained primarily low to middle class working families (Mills, Amy C.). During the mid to late 20th century, the I-205 freeway began construction. It was originally planned to meet 39th Avenue, but due to the lobbying of the Laurelhurst neighborhood, the route direction was changed to head for 52nd Avenue. By the time the plans had been through final city planning, the path was ultimately decided to extend to 95th Avenue, resulting in the Lents neighborhood being bisected (History of Lents). This points out the political “weight” that other neighborhoods of Portland had in comparison to Lents in their ability to redirect a major roadway. Lents was unable to defend itself against this major construction by comparison.

The variety of significant transit routes (public transit and major automotive routes) within and around Lents, and that have remained a consistent part of the Lents’ neighborhoods’ identity, mean that residents of the Lents area have historically had good access to employment and entertainment options. Likewise, the amount of transit routes means that external passersby have opportunity to visit Lents, partake in its economic landscape and
move on. What this means for Lents, however, is that it receives heavy traffic and heavy use, leading to a quicker deterioration of its infrastructure. This is unfortunate for the area, because due to limited wealth and attention from the Portland Central City, Lents has received little by way of renovation or upkeep to combat the heavy use.

**Fire Station**

The Lents Fire Station (11) was built in 1928. Originally, its basement housed horses and contained a hay feeding chute. The basement still contains the original wooden beam and column design. The station has been renovated twice in its history: once in 1970 and again in 2014. A few years ago, it was discovered that the station had a significant radon leak. The basement underwent minor reconstruction to divert the radon through a common technique of installing a fan and tubing to draw the radon from the building.

The Station 11 firehouse has three floors and a total of 3,580 square feet. The basement contains a large workout area with a locker room for staff turnout gear and equipment. In one corner there is a small supply of disaster rations. The main floor contains 4 bedrooms, two bathrooms, a kitchen and dining area, and a living room. The front room of the station has a main entrance with two desk spaces, two desktop computers, dispatch equipment and security monitors reporting surveillance of the property. The station does not have WIFI for any of its equipment. The third floor of the station has two bedrooms, an upstairs living room and an attached annex with a spare bed. The station has a 2-vessel garage to house its engine and rescue apparatus. The fire rescue truck is one of three in all of Portland Fire & Rescue, and is of particular significance to the Lents neighborhood as it is one of the busiest territories in Portland.

Fire Station 11 has one Captain, Chris Starling, five lieutenants and twelve firefighters. All of the staff at station 11 are men. Five of these men are Advanced Life Support (ALS) paramedic certified which requires 2 years of college. Captain Starling is paramedic certified. The remaining twelve men are all Basic Life Support (BLS) certified which requires one year of college. The station 11 staff are split into three shifts (Teams A, B and C) each typically comprised of 6 men. Teams work 24 hours on-duty, followed by 48 hours off. Because there are three rotating shifts, days of the week worked rotates by team consistently. Staff can trade shifts freely amongst themselves.

The station contains several assets supplied and funded by the crew themselves. The basement regularly contains one or more Playstation consoles which belong to crew members. The station has a well-used grill-smoker and looks forward to pooling resources to upgrade it soon. As a courtesy to the station, a local fitness center negotiated a deal with Captain Starling to provide 6 open gym membership passes to the crew, instead of purchasing a membership for each of the 18 individual men, so that there are enough passes for the on-duty staff on any given day.
Neighborhood Assets

Several years ago, Portland Fire & Rescue was given a taxi service resource, dispatched and paid for by the City. This allows station crews to offer citizens a ride to the hospital via taxi instead of engine or rescue apparatus, potentially cutting down response time by the crew and freeing availability to respond to other emergencies. The station reports that this resource is accepted by citizens only about half of the time, and that it is possibly used by the fire crew less often due to the discouraging rate of utilization.

Station 11 staff recognize their neighboring fire areas as close, valuable assets. Of these teams, Captain Starling has stated he would, “call them in a heartbeat.” Station 11 cooperates with the local police department and American Medical Response (AMR) team. The staff appreciate these as valuable assets to their organization, but recognize varied competencies and frustrations of both, in individual staff as well as department administration.

The Lents neighborhood has a small collection of neighborhood assets external to PF&R resources, which influence the station’s activity. Partially funded by Prosper Portland, and still under new construction, the Lents Town Center contains four major community public health buildings. These include the Asian Health and Service Center, Housing Development Center, Mark Sherman Consulting and Yakima Valley Farm Workers Clinic. Other notable external resources include the Lents Community Garden which is home to the Portland Pickles, a point of pride for the neighborhood and greater Portland region. Lents has a newly built Portland Community Housing Resources center which includes a 16,000 square ft. Family Housing Center shelter. Lents contains many transit lines, including the following TriMet bus lines: 9-Powell Blvd, 10-Harold St, 14-Hawthorne, 17-Holgate/Broadway, 19-Woodstock/Glisan, 71-60th/122nd Avenue and 72-Killingsworth/82nd Avenue. Additionally, the Lents Town Center MAX Station can be accessed via the Green Line. The Springwater Corridor multi-path is a popular 17-mile pedestrian and bike trail that runs through the Lents neighborhood, cutting across the I-205 near the Flavel Street Station, parallel to Johnson Creek.

The station Captain and many of the crew recognize a local volunteer organization known as TIPS (Trauma Intervention Program) as one of their greatest local assets. TIPS is a national nonprofit organization comprised of volunteers who are trained to provide trauma intervention techniques, whose motto is “Citizens helping citizens in crisis.” TIPS is called by dispatch to respond to emergencies that Station 11 has been deployed to. The Fire crew will respond to the medical and/or fire emergency. When Station 11 have completed their work TIPS will step in to aid victims and/or their friends and family with the emotional and psychological aspects of the emergency, answering the question(s) of “What next?”

Lents has a long history of being self-reliant and effectively self-sufficient despite a pattern of neglect and having some significant resource needs. From the beginning, Oliver Lents created a community that capitalized
on its available resources. These notably include its central location to geographical resources such as the Willamette River, ease of access to the Portland Central City and market, highly developed transportation network and a high quantity of traffic to stimulate economic circulation. Each of these factors contributed to Lents ability to become self-sufficient and acted as major advantages in its ability to maintain function and urbanization relatively parallel to the city’s needs. Lents has a notably different quality of infrastructure when compared to many of the other neighborhoods in Portland, however, the disparities of which can be seen when compared to neighborhoods as close as Woodstock which even shares many of the same roads as Lents. The history and assets specific to the Lents neighborhood are important considering how Lents seems to be excluded from the trends of relative prosperity and economic advancement in Portland’s central city. Today, Lents still experiences these factors, and they continue to be defining points in its identity. The history and assets of the Lents neighborhood are key to the Blueprint for Success’ analysis of FMA 11.

Urban Form

In this section, urban form refers to the physical patterns, densities, sizes, structures, and layouts that constitute a city. Topography, zoning, building practices, and transportation are just a few variables that influence urban form. These characteristics make each city, neighborhood, and block unique. Moreover, they can profoundly influence fire-risk and the social determinants of health thought to be connected to increased low-acuity calls—housing, healthcare, education, transportation, etc.

The urban form in Fire Management Area (FMA) 11 is representative of the City of Portland’s inner neighborhoods. It’s compact, rectilinear blocks were shaped during the Streetcar Era; it has a growing commercial district; and a dispersed system of neighborhood parks (City of Portland, 2012). However, years of disinvestment in the area have left many of these assets dilapidated; Sidewalks start and stop, much of the housing stock needs investment, and the commercial district has seen businesses come and go. This section looks at FMA 11’s urban form in relation to the issue of fire-risk and low-acuity calls.

Zoning/Land-use Mix

FMA 11 is mostly zoned residential but does contain some industrial and commercial areas. Zoning and land-use is relevant to this project because the types of structures and their patterns can influence the sorts of fires that occur and firefighter response time. Residential comprises 67% of the FMA. The second largest category is mixed-use residential at 12%. Only slightly smaller is parks and open space, which accounts for 11%, although I-205 is also included in this number. Additionally, 5% is zoned industrial and 3% is zoned for commercial (Metro, 2018). Each category can be broken down into more specific zones (see the table below) but the map below shows the general categories.
Overall, there are 26 different zones within FMA 11. While sections along major arterials are zoned for Commercial Mixed-Use development, most of the inner areas west of I-205 of the FMA are zoned for low-density residential, R1, R2, and R2.5 (Metro, 2018). East of 205, is zoned for more slightly more dense development, R5. While the southeast corner of the FMA is zoned for more dense residential development, R7, and industrial uses. The most southern portion of the FMA, which bleeds into Clackamas Co., contains the densest residential areas, R10 (Metro, 2018).

<table>
<thead>
<tr>
<th>Table 1. Comprehensive Zoning List FMA 11</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clackamas Co. Corridor Commercial (CC)</td>
</tr>
<tr>
<td>Commercial Employment (CE)</td>
</tr>
<tr>
<td>Commercial Mixed-Use 1 (CM1)</td>
</tr>
<tr>
<td>Commercial Mixed-Use 2 (CM2)</td>
</tr>
<tr>
<td>Commercial Mixed Use 3 (CM3)</td>
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</tbody>
</table>
### Housing Mix/Age/Condition

The condition, availability, and cost of housing are all social determinates of health. In addition, these variables can influence fire risk. The age and condition of housing in the FMA represent current and future threats to neighborhood stability. Increasing rents, limited construction of affordable housing, and housing stock that has lacked upkeep make the area vulnerable to profit driven activities that might cause displacement. This section describes the housing characteristics both in terms of quality and quantity.

### Housing Numbers

Finding housing data at the FMA level was not feasible for this project so the numbers below depicts housing conditions within the Lents neighborhood. Moreover, the available housing data for the Lents Neighborhood is pulled from the 2010 Census and therefore likely does not fully represent the conditions in Lents today. In total there are 7,809 housing units in Lents. 3,383, or 54.2% of total houses in Lents are owner occupied. 17.9% of homes are owned without a mortgage and the vacancy rate at the time was 5.9% (City of Portland, 2018).

### Housing Stock

According to more recent data from Metro, there are 709 Multi-Family housing units in FMA 11 (Metro, 2018). Most of those developments contain between 0-32 units. However, most of the housing within the FMA is single-family stock. Although no rigorous study was conducted, a walking survey of the neighborhood revealed a range of housing conditions from Excellent to Deteriorated (Crump). According to the Portland Monthly Magazine using data from Portland State University’s Center for Spatial Analysis, the average year a home was built in Lents is 1959 (Portland Monthly, 2018).

### Transportation Mix

The transportation characteristics of the FMA represent strengths, weaknesses, and potential threats. As noted below, the area is home to some of the most dangerous high-capacity arterials in the city. This possess an immediate threat to residents and contributes to issues of public health, PF&R response time, and call frequency.
While the automobile is particularly dangerous in FMA 11, there are other options available to residents. Pedestrian infrastructure is lacking, but the FMA has relatively good bicycle and transit options. Although this access is positively correlated with healthy living, multi-model options might lead to increased residential demand and property owners might choose to capitalize on the amenities by raising rents. The following sections review major roadways, public transportation options, and bicycle/pedestrian infrastructure.

**Major Arteries**

- **82nd Avenue** – 82nd Ave. establishes the western boundary of the FMA, running North/South. It is owned by the Oregon Department of Transportation and is a busy corridor, serving daily 20,000-30,000 vehicle trips; additionally, 20,000 people get on or off a bus on 82nd Ave. on weekdays (Oregon Department of Transportation, 2018). 82nd Ave. has long been flagged by governments and other local stakeholders has an area for improvement. The street has five lanes and a narrow right-of-way, 72 feet including sidewalks (Oregon Department of Transportation, 2018). Moreover, the street is a part of the City of Portland’s High Crash Network for people walking, biking, and driving. Eight 82nd Ave. intersections within the FMA boundary fall within the top 30 most dangerous in the City, based on the number of reported collisions (City of Portland, 2018). Three of those are located within the FMA. While posing challenges, the street is also the location of many assets, including its great diversity; the census tracts around 82nd Ave. are the most diverse in the State of Oregon (Oregon Department of Transportation, 2018).

- **Powell Boulevard** – Powell Blvd., also known as Highway 26, runs East/West in the northern part of the FMA. It too is owned and operated by the Oregon Department of Transportation, a City-Designated Emergency Response Route (Portland, 2006). It is also a part of the City of Portland’s High Crash Network, hosting one of the 30 most dangerous intersections (City of Portland, 2018).

- **Foster Road** – Foster Rd. is a major arterial that cuts through the middle of the FMA. The road is a City-Designated Emergency Response Route and is currently being renovated to “improve safety and appearance of the street and support the people and business of the surrounding community” (City of Portland Bureau of Transportation & Portland Development Commission, 2014).

- **Division Street** – Division St. creates the northern most boundary of the FMA. It runs east/west and is also a part of the City’s High Crash Network. While the most dangerous Division St. intersections lie outside of the FMA, two high crash intersections are within the FMA boundary.
Public Transportation

The Lents neighborhood overall has good public transit options, although there is still room for improvement. It receives a 53 on a 100-point scale from walkscore.com. This is slightly higher than the Portland average of 51. Below is list of the areas exiting TriMet stations, of which there is good access to the Green Line, and bus lines.

Photo of Trimet Foster Greenline Station. Photo by Ryan Dyar

- **TriMet Light Rail Access** (MAX) – The Green Line runs north/south through the center of the FMA, parallel to Interstate 205. In total, there are five light rail stops within the FMA boundary and two Park & Ride lots. The five stations include: SE Flavel St. Station; Lents/SE Foster Rd. Station; SE Holgate Blvd. Station (Park & Ride); SE Powell Blvd. Station (Park and Ride); and SE Division St. Station.

- **TriMet Bus Lines** – there are eight different bus routes that travel through the FMA, including: 19, 4, 9, 17, 72, 73, 14, 10 (Metro, 2018). Four of these routes pass through the Lents neighborhood boundaries, including the 73, 14, 10, and 19.

Pedestrian Infrastructure

Information on pedestrian infrastructure is most readily available at the neighborhood level. According to walkscore.com, Lents is a somewhat walkable neighborhood—receiving a score of 57 on a 100-point scale. This is somewhat lower than the Portland average score of 65. Although not a representative account, the research team completed the US Department of Transportation’s Walkability survey walking around Lents Town Center, Lents Park, and adjacent neighborhoods. Although pedestrian improvements are currently under construction
along this route, the research team marked the following categories as issues that were not being addressed including: Sidewalk or paths started and stopped; Sidewalks were broken or cracked; Sidewalks were blocked with poles, signs, shrubbery, dumpsters, etc.; Needed striped crosswalks or traffic signals; Needed curb ramps or ramps needed repair; Scary dogs; Dirty, lots of litter or trash.

*Bicycle Infrastructure*

The Lents neighborhood is very bikeable. According to walkscore.com, the Lents Neighborhood scores a 78 on a 100-point scale. This is only slightly below Portland’s overall average of 81. Below are highlights of the neighborhood’s bicycle infrastructure. It should be noted that the Springwater Corridor and the I-205 Path were noted by Station 11 firefighters as locations where people experiencing houselessness often set up camps.

- **I-205 Path** – The I-205 Path is a multi-use trail that runs north/south paralleling I-205 through the FMA. It is owned and operated by the Oregon Department of Transportation. It supports hikers, bicycles, wheelchairs, and strollers and connects with the Springwater Corridor in the FMA east of the Lents Town Center (City of Portland, 2017).

- **Springwater Corridor** - The Springwater Corridor is a former rail corridor, now multi-use trail that passes through the FMA. The trail is over 21 miles long and connects the inner SE Selwood Neighborhood to Boring Oregon. The route is paved, supports: hikers, bicycles, wheelchairs, and strollers. The trail connects many natural spaces and parks in the area (City of Portland, 2018).

- **Neighborhood Greenways** - Neighborhood Greenways describes a network of residential streets in the City of Portland that serve as safe corridors for bicycle and pedestrians. This network is well integrated into the FMA. Greenway streets contain low volumes of auto traffic, are marked with directional signage, and contain speed bumps to reduce auto speeds (City of Portland, 2018).

*Significant Places*

Below is a collection of places significant to the FMA that define its urban form. These locations were mentioned by firefighters to be significant places in the FMA. Moreover, they impact overall community health. The author also observed these areas represent locations where the City of Portland has recently made investments.

- **Johnson Creek** – Johnson Creek is a tributary of the Willamette River the runs through the southeast portion of the FMA. This body of water presents great benefits to the community—in the form of natural spaces—but also some risks in the form of flooding and higher insurance premiums (Judelman, 2015). In recent years the City has taken steps to address some of the flooding risks and creating more natural recreation spaces, such as the Foster Floodplain Natural Area (City of Portland, 2018).
• **Lents Park** - Lents Park lies in the heart of the FMA. It is owned and operated by Portland Parks and Recreation and contains a universally accessible play area, jogging track, football field, baseball fields, basketball courts, dog-off leash area, synthetic turf soccer field, and picnic areas. It is also home to the collegiate wood bat baseball team, the Portland Pickles (City of Portland, 2018).

• **Lents Town Center** - The Lents Town Center is part of the larger Lents Town Center Urban Renewal Area. For years Portland Prosper has been working closely with community stakeholders to drive development in this area. Most recently, this has taken the form of three new multi-family, mixed-use, housing developments that include multiple affordable housing units (Prosper Portland, 2014).

• **Eastport Plaza** – The Eastport Plaza is an open-air shopping mall on SE 82nd Ave. It is in the west-central part of the FMA. The mall contains many retail, restaurant, and entertainment opportunities for FMA residents, but also draws people from other parts of Portland.

In many ways, the FMA’s urban form is conducive to positive public health outcomes; The area’s compactness, neighborhood parks, commercial district, and transit options collectively help with livability, which we will cover in the next section. However, years of disinvestment have reduced its condition and limited residents’ ability to capture the benefits of good urban form. Moreover, resident demographics—household income, educational attainment, race, and home ownership—leave residents vulnerable to displacement. Without investment, the quality of urban infrastructure will continue to limit people’s ability to thrive. However, such improvements often lead to corresponding increases in demand, rents, and property value.

Ultimately this represents a conundrum in thinking about urban form in relation to the low-acuity issue. While the FMA needs investment to help residents thrive, that investment could pose a threat to neighborhood stability, in the end leading to more calls at a city-wide level. This prospect is documented in the figure below, which depicts neighborhood susceptibility to gentrification in the Portland area.
Livability

Fire Management Area (FMA) 11 struggles with some poor livability measures that affect the safety and well-being of residents in this area. Though livability can be assessed in many ways, we looked at walkability, bikability, safety, and food access as some of the key issues. These are relevant to the work of PF&R because they affect the number of collisions to which the firefighters respond and the health of the populace, which impacts the number of medical calls they receive.

Active Transportation & Safety

Studies have shown that people who are able to walk or bike in their communities (even if this includes walking or biking to and from transit) are less likely to be overweight and develop serious health problems. Active transportation is associated with an up to 84% decrease in hypertension, 69% decrease in type II diabetes, and 66% decrease in obesity. However, much progress needs to be made to support these behaviors. Walkscore.com provides a walk score that measures by what degree local errands can be completed on foot. The site also gives a transit score, which describes how well a neighborhood is served by transit, and a bike score which indicates how accessible it is by bicycle. Out of a total score of 100, the site gives Lents a walk score of 57, a transit score of 53, and a bike score of 78; this compares with Portland averages of 65, 51, and 81, respectively. The Multi Use Path and Springwater Corridor Trail help improve the bikability of Lents, which otherwise has only one protected bike lane on part of one street (Holgate).
One of the most important ways to encourage people to walk and bike in their communities is to address the hazards on our roadways. FMA 11 has multiple wide arterials with fast-moving traffic and few designated crosswalks. “T” intersections, present in many locations on Powell, Holgate, and other streets, are less recognized by drivers who may fail to yield to other road users, creating a significant risk for collisions. Our resident informant pointed out that during the winter when streets are icy, streets take longer to traverse on foot and drivers need more space to stop; the risk of falls or being hit by a driver increases.

Portland’s Bureau of Transportation has analyzed where collisions between vehicles, and between vehicles and people, are occurring—nearly 60% on just 8% of the city’s streets, and many in low-income communities such as Lents. In fact, among the top thirty most dangerous intersections on the High Crash Network, eight of them (27%) are in FMA 11:

- SE 82nd & Powell
- SE 82nd & Flavel
- SE 92nd & Holgate
- SE 92nd & Powell
- SE 112th & Powell
- SE Foster & 96th/205 ramp
- SE Foster & 110th/111th
- SE Division & 205 ramp
Many commercial streets in this FMA, such as SE 82nd Ave, Foster Rd, and Holgate Blvd, have setbacks, long blank walls or fences fronting the sidewalk, and sparse tree cover. This type of suburban design does not invite walking and can be unpleasantly unshaded and hot during summer months. Further hindering an active lifestyle are the many residential streets have no sidewalks, uneven sidewalks badly in need of repair, sidewalks on only one side of the street, or have unpaved gravel roads full of huge dips and muddy potholes. With the latter, such as SE 108th Pl, access for a fire truck is very difficult.
Due to the low-density of much of Lents and the few commercial or mixed-use areas, most streets are very dark at night and illuminated only by streetlights designed to light the roadway for cars, not the sidewalk for people. This reduces the sense of safety and the willingness for residents to walk or use transit outside of normal commute and daytime hours. With Lents having the 3rd highest number of reported crimes among Portland neighborhoods in October 2018, a lack of “eyes on the street” further impairs community safety.

Community Economics & Food Access

In addition to direct health effects, car dependency has an impact on household economics. Owning a car is a significant expense, typically second only to rent or mortgage costs: according to AAA, the average annual costs of car ownership are $8,850 a year, compared to $336-$1,200 for Trimet. When an individual or family can forgo a vehicle and reach most of their destinations using other transportation modes, they have a larger budget to devote to other needs such as education, childcare, and nutritious food.

One of the biggest livability challenges in FMA 11 is the lack of living wage jobs in the area. Residents have few local employment options and often must travel to a denser area of Portland, such as downtown, or to nearby cities to work. One of our key informants, a resident in her early 50’s, must travel far for her job and said she rarely shops or obtains services within FMA 11; it takes her three buses to reach her doctor or grocery store. There are cannabis and auto shops nearby, but few businesses that serve a wide variety of community needs. This results in what economists term “leakage”—when residents in an area spend their money outside that area because they are unable to meet their wants and needs locally. Though Lents does not display as severe leakage as some
neighborhoods, the Portland Bureau of Sustainability found an overall economic loss. This disinvestment creates a downward cycle: fewer businesses mean fewer jobs, leading to increasing poverty which makes it harder for businesses to survive. It also reduces property tax payments which could otherwise go towards badly-needed infrastructure improvement and other public services.

Related to both neighborhood economics and walkability, the City of Portland’s Plan calls for “Safe Routes to Places”, or 90% of residents living in a “20 Minute Neighborhood” with easy walking access to grocery stores and other businesses, and the ability to access these commercial services without heightened risk of traffic violence. Although the area around Foster and SE 82nd has adequate access by their map, the parts of the district east of 205 have minimal walkability, and the few grocery options include Plaid Pantry and Checkers Market.
These stores offer almost no healthful or fresh items and are better known as destinations for sugar, alcohol, and nicotine, worsening the health burdens with which Lents residents already struggle.

West of I-205, there is a Walmart Supercenter and a WinCo, but the Fred Meyer closed this year. Some smaller suppliers help fill the nutrition gap in the FMA, including the Sunday Lents Farmers Market on SE 92nd Ave and Reedway St which offers many types of produce familiar to residents from a variety of countries and accepts SNAP (food stamps); however, this market only operates June-November. ABC Produce is right on the border of this FMA on SE Powell Blvd; and Oriental Food Value near Foster Rd and SE 82nd Ave specializes in fruits, vegetables, grocery, and some household items for Asian customers, though people of many nationalities shop there. For someone who is on a special diet or prefers a wide variety of healthful or organic options, the journey to New Seasons or another natural foods market requires multiple transit lines without a car; the effort and time is a significant obstacle in the pursuit of well-being.

There are some smaller suppliers that help fill the nutrition gap in the FMA. One of these is the Sunday Lents Farmers Market on SE 92nd Ave and Reedway St which offers many types of produce familiar to residents from a variety of countries and accepts SNAP (food stamps); however, this market only operates June-November. ABC Produce is right on the border of this FMA on SE Powell Blvd; and Oriental Food Value near Foster Rd and SE 82nd Ave specializes in fruits, vegetables, grocery, and some household items for Asian customers, though people of many nationalities shop there. For food insecure residents, the two food pantries in the FMA are Portland Bible Open Pantry which offers groceries two days a week (including Tuesday evenings), and the Francis Center which is open four days a week from 10am-2pm; neither have weekend hours that would offer better accessibility to the working poor or families with children.
Though the struggle for a well-balanced diet among low-income residents in FMA 11 may not seem like a concern for PF&R, it impacts the long-term morbidity and mortality risks that this population faces, leading to more emergency calls over time.

**Fire Risk and Social Vulnerability**

In the past 50 years fire prevention and safety have been at the top of the list in terms of fire department responsibilities across the country. Because of this emphasis on prevention and safety, fire deaths have decreased dramatically in that same amount of time. Currently, PF&R has placed a lot of emphasis on their goal of eliminating fire deaths. Past efforts to reduce the incidence of fire have reduced those casualties but have not eliminated them entirely. In order to achieve their goal, PF&R must evaluate the factors that determine fire risk and focus their efforts in those areas. Data have shown that “fire injuries disproportionately affect people of color and people with lower incomes and education levels,” (Jay, 2017). Fire risk is closely tied to those factors that can be collectively referred to as social vulnerability.

The fire risk to the area covered by Station 11 is shown in the image below. This map was created using Jonathan Jay’s fire risk model *Predicting Property-Level Fire Risk in Portland, Oregon Using City Data & Machine Learning Methods*. This model not only takes into account physical attributes of the structures and past fire incidents but also factors in social variables such as previous code violations and whether or not the building is owner occupied. Each structure is shown as a percentile of risk of fire. The buildings in yellow are at low risk to burn and the buildings in red are at high risk to burn. Much of the FMA has a relatively high fire risk. 25 percent of all structures in Lents are at either high or very high fire risk. Portland wide, only 11 percent of all structures are at that level of risk.
Map shows the risk of fire by location according to the model created and run by Jonathan Jay.

Many of the non-structure fires are grouped together in clusters particularly along the Springwater Corridor trail where houseless people are living in tent groups. One of the firefighters stationed at Station 11 said that they respond to a lot of calls along the trail from homeowners close to the trail about fires that people living in tent groups start to cook or keep warm. The homeowners expect the firefighters to shut down the camps and force people out, but the firefighters cannot do anything except put out the fire and remind people that they are not supposed to burn within Portland city limits. These small fires pose some risk to both the people living in the tent groups and the property surrounding them.
Social Vulnerability

The Social Vulnerability Index for the Portland MSA was used to evaluate social vulnerability for the FMA. The index is calculated by census tract which does not quite match up with the FMA. Consequently, several the census tracts included in this report are only partially within the boundaries of the FMA. The variables used to evaluate social vulnerability include: percent of the population that is dependent (0-4 & 65+); percent with a bachelor’s degree (negatively weighted); percent of the population that is White; not Hispanic (negatively weighted); unemployment rate; percent of the population with a disability; percent of renters that are cost burdened; and percent of homeowners that are cost burdened. In order to standardize the variables used in the index, z-scores are used to display the data. A z-score indicates how far
below or above the mean the given value is. For example, if the Non-white population is 1.36 that means that the portion of the population that is non-white is higher than average.

The dependent population in several tracts in the FMA is fairly high. The firefighters reported that they are frequently called to assist people in care facilities that have fallen. Often, they are not injured but they require help to get up. This is due to the care facilities’ policy that employees are not allowed to lift residents who have fallen. This has increased the number of non-emergency calls to which the station responds.

### Comparison of Portland MSA and FMA 11 Population and Median Income

<table>
<thead>
<tr>
<th></th>
<th>Population</th>
<th>Median Household Income</th>
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<tbody>
<tr>
<td>Portland MSA</td>
<td>2,226,009</td>
<td>$81,400.00</td>
</tr>
<tr>
<td>FMA 11</td>
<td>28,770</td>
<td>$42,307.69</td>
</tr>
</tbody>
</table>

Portland Metropolitan Statistical Area (MSA) is defined by the Department of Housing and Urban Development (HUD). It includes Portland, Vancouver, and Hillsboro. The median income of Fire Management Area 11 (FMA 11) is half of the median income of the entire Portland metropolitan service area. According to HUD, most of the FMA is composed of low- to moderate-income households.

### Owner Versus Renter Occupied Housing in FMA 11

<table>
<thead>
<tr>
<th>Housing Unit Distribution</th>
<th>Number of Units</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner-Occupied</td>
<td>5,273</td>
<td>48%</td>
</tr>
<tr>
<td>Renter-Occupied</td>
<td>5,163</td>
<td>47%</td>
</tr>
<tr>
<td>Vacant</td>
<td>556</td>
<td>5%</td>
</tr>
</tbody>
</table>

The division between owner- and renter-occupied housing is almost even in the FMA. The vacancy rate is around five percent which is considered to be a good vacancy rate. This climate is better for landlords because a five percent vacancy rate generally means that rents will go up. This could price some renters out of the neighborhood, especially in the census tracts where there are a higher number of rent burdened households (where more than 30% of income goes toward rent). The FMA has a high potential for gentrification and that could lead to more people being displaced and pushed to places where the rent is still low. While this may not be viewed as a problem for the FMA it is a problem for PF&R as a whole.
Housing Insecurity

Housing insecurity and homelessness in Portland is a growing issue. A primary driver is the rapid increases in housing costs outpacing increases in income: since 2015, average rents have increased twenty times as fast as the median income. These changes have ramifications in FMA 11 both for the housed and unhoused populations.

The city’s most recent homeless point-in-time count took place in February, 2017. In a point-in-time count, volunteers and outreach workers conduct a count on one day to assess adults and children experiencing homelessness. It is important to note that most point-in-time counts only show a partial picture of housing insecurity in Multnomah County. Although the count results are not drilled down by FMA or even to the neighborhood level, the results do provide a general snapshot of who is experiencing homelessness in Portland. The 2017 count found 4,177 people experiencing homelessness. Of those, 1668 people (39.9%) were unsheltered, 1752 (41.9%) were in emergency shelters, and 757 (18.1%) were in transitional housing. The chart below shows the breakdown of sleeping locations for those who responded “unsheltered”:

Sleeping Locations of Unsheltered Population

![Sleeping Locations of Unsheltered Population](chart.png)
Significant to note, the point-in-time count showed that 60.5% of respondents reported having some kind of disabling condition. Of those who are unsheltered (not living in temporary or emergency shelters), this incidence is higher, at 71%. As illustrated below, people who were unsheltered reported high rates of mental illness, physical disabilities, substance abuse disorder, and chronic health conditions. These percentages are city-wide, not specific to FMA 11.

![Bar graph showing % of Unsheltered Population vs. Disability Type]

Between 2015 and 2017, Multnomah County saw a 9.9% increase in overall homelessness based on point-in-time counts. In that same time, they tracked an 11.6% decrease in unsheltered people. This 11.6% likely doesn’t match up with the perception of homelessness in FMA 11. Again, FMA-11 specific data is unavailable right now, but various sources give the impression that apart from downtown Portland, Lents is the Portland neighborhood with the most visible houseless population. Several recent incidents in the Lents neighborhood in the last few years illustrate and contribute to this. From 2016 the city started conducting sweeps on the Springwater Corridor (which runs through Lents) where large numbers of people were living in tents. Reports from residents in local news articles and neighborhood association meetings connect these actions to the impression of an increased houseless population in surrounding properties.
It may be that the number of houseless people in Lents hasn’t changed, but the overall impression is that they are now more visible, having been pushed out of prior sites that were more private. High visibility areas include the I-205 path, I-205 underpasses, and the Springwater Corridor, and other undeveloped lands. The map below is a snapshot of Portland’s One Point of Contact Campsite Reports maps shows all reports made to the hotline between September 1st and December 1st, 2018. While this snapshot only indicates places where campsites were reported (and not the complete picture of where people are living unhoused), it does highlight areas where PF&R will likely be dispatched.

A two-year snapshot of the FMA’s dashboard indicated that 6% of calls over the past two years were related to houselessness (668 out of 11,613 calls between February 2016 and February 2018). PF&R staff in FMA 11 note that this number may be under-reported due to recent changes in method for tracking houselessness in their call reports. At this time, further analysis of this call data is unavailable due to limited access to the city dashboards. FMA 11 overall has a higher social vulnerability which leads to higher fire risk. This is a concern because the station responds to a variety of low-acuity calls which require resources and need to be available for emergencies. The firefighters at the station expressed concern that they would be unavailable for a large fire or critical medical emergency while they are taking care of a low-acuity call. More than anything else, the station needs help reducing the number of low-acuity calls and to free up more resources for them to respond to more emergency calls.
Analysis of PF&R Call Data

An analysis of FMA 11’s call volume by “TypeNatureCategory” shows a high volume of medical aid calls, followed by service calls. This distribution is comparable to city-wide data. All graphs and charts in this section were created by the research team using call data from Portland Fire and Rescue.
FMA 11 has the fifth highest call volume of FMAs city-wide, after FMA 1 (Old Town), FMA 7 (Mill Park), FMA 3 (Northwest Pearl District), and FMA 4 (Portland State University).

If we compare FMA 11 to the three other stations with comparable call volume, we see a relatively greater level of high acuity (level 1) calls. The chart below depicts the distribution of high acuity calls requiring advanced life support (level 1), fire and EMS (level 3), and fire only (level 8).
FMA 11’s top 8 health and fire-related calls are as follows:

**Top 8 Health-Related Calls by Acuity Level**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Acuity Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>BREATHING</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>TRAUMA</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>CHEST PAIN</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>UNCONSCIOUS</td>
<td></td>
<td>Other</td>
</tr>
<tr>
<td>SICK</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>ABDOMINAL</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>OVERDOSE</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>SEIZURE</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>TRAFFIC ACC.</td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

**Top 8 Fire-Related Calls**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRASS/BARK/DUST TREES FIRE</td>
<td>87</td>
</tr>
<tr>
<td>MISC. FIRE</td>
<td>83</td>
</tr>
<tr>
<td>VEHICLE/TRAILER FIRE</td>
<td>48</td>
</tr>
<tr>
<td>POWER LINE/POLE DOWN/ARCING</td>
<td>39</td>
</tr>
<tr>
<td>RESD FIRE (HOUSE OR DUPLEX)</td>
<td>39</td>
</tr>
<tr>
<td>DUMPSTER/GARAGE CAN/TRASH</td>
<td>19</td>
</tr>
<tr>
<td>ELECTRICAL PROBLEM</td>
<td>11</td>
</tr>
</tbody>
</table>

*“Misc. Fire” was made up of calls regarding unauthorized burning, rubbish fires, and good intent calls.*
III. Key Informant Interviews

Our team conducted key informant interviews in order to improve upon our knowledge base that we had previously built through our existing conditions research, informal observations of the FMA, and time spent at Station 11. We hoped that these formal interviews could provide further insight into the strengths and weaknesses of the Lents FMA. We also set out to collect opinions on how effectively Station 11 is currently serving its community, as well as suggestions of how it may improve in the future. Our interview subjects were selected based on their knowledge of the internal workings of PF&R and/or their knowledge about the numerous challenges facing residents and service providers within FMA 11.

Key Informant Interviews Conducted

<table>
<thead>
<tr>
<th>Interview Type</th>
<th>Interviewee(s)</th>
<th>Interviewer(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal</td>
<td>Captain Chris Starling</td>
<td>Walle Brown</td>
</tr>
<tr>
<td></td>
<td>Lieutenant Pete Neal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Officers from Station 11 A-shift</td>
<td>Walle Brown</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Elisha Ransom</td>
</tr>
<tr>
<td>External</td>
<td>Holly Whittleton, Director of SE Works*</td>
<td>Ryan Dyar Elisha</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Ransom</td>
</tr>
<tr>
<td></td>
<td>A Multnomah County Department of Human Services Employee</td>
<td>Kate Harbour</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sebrina Mortensen</td>
</tr>
<tr>
<td></td>
<td>A female resident of FMA 11</td>
<td>Gwynn Mackellen</td>
</tr>
</tbody>
</table>

*SE Works is a work source organization that provides a range of career services, as well as other resources, to underserved populations

Overview of the Interview Approach

Interviews were conducted in person during Fall 2018 within Fire Station 11, SE Works’ office, and at a local restaurant. Due to scheduling conflicts, the resident external informant was unable to meet with our team in person or by phone; Gwynn (team member) provided our questions to her and received written answers in response. Each in-person session was conducted by one or two members of our class group, and each interview was recorded and later transcribed by one of the interviewers.
Our class project was explained to each interviewee in advance and a signed consent form was collected from external informants interviewed in person.

Each interviewee was asked how long they had lived and/or worked in the Lents FMA. External interviewees from SE Works and DHS were asked to explain the type of services their organizations provided to the FMA, and were asked about their individual experience with working in the community. All interviewees were asked to share what they viewed as strengths and weaknesses of the FMA. External interviewees were asked to talk about their past experiences and existing relationships with PF&R. All interviewees were asked to provide suggestions on what could be changed in order to allow Station 11 to serve the community more effectively. A complete list of questions asked to interviewees is attached in an appendix to this report.

Station 11’s Current Work, Reputation, and Community Partnerships

Both internal and external key informants agreed that PF&R frequently responds to non-emergency situations due to community members not knowing who else to call. One external key informant noted the increasing houseless populations within the Lents FMA and described the thought process that may lead a community member to contact emergency services for, real or perceived, issues with them: “Who else are you going to call? Who do you call if you see somebody down the street who is laying there with no shirt on when it’s cold? Who are you going to call? You're probably going to call [911].” Officers at Station 11 noted that they are also frequently asked to respond to low acuity calls regarding unhoused individuals, especially regarding warming fires that occur in the winter.

Station 11 participates in events such as the annual Portland Firefighter Stairclimb Challenge and has good relationships with a number of businesses within FMA 11 which the firefighters frequent. However, it appears there is room for improvement in the relationships between the fire station and organizations that serve disadvantaged community members within the FMA. Our key informant at SE Works stated that although the organization has strong partnerships with the Sheriff’s Office, Portland Police Bureau, and the Department of Community Justice, they have no real relationship with PF&R. She noted that Station 11 could have provided valuable input on the creation of the new homeless shelter in Lents, based on their frequent service of unhoused individuals, and expressed interest in future partnerships with PF&R:
“They don't have to come in here and sit and deliver services, but it should be that symbiotic relationship that they are getting something they need and we are getting something we need. So, working back and forth like that I think it's a good idea. They would have been a great partner--it's over now--on the development of the Homeless shelter.”

-Holly Whittleton, Director of SE Works

Community Strengths and Assets

Each of our interview subjects was asked to share what they found to be the greatest strengths and assets within FMA 11. Prior to conducting our interviews, we were mainly only aware of community assets that had direct connections to Station 11. Our interviewees were able to provide further insight into the public spaces and organizations that strengthen the Lents community.

### Strengths and Assets Identified in Key Informant Interviews

<table>
<thead>
<tr>
<th>Character of the Neighborhood</th>
<th>Multiple interviewees noted the welcoming and inclusive nature of the community.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>“There’s a sense of people taking care of each other over here.” - DHS</td>
</tr>
<tr>
<td></td>
<td>“It’s a very welcoming community - I hope that doesn’t change.” - SE Works</td>
</tr>
</tbody>
</table>

| Public Spaces                  | The Jade District Night Market provides small business development and public space activation. It will take place in the recently closed Fred Meyer, and community members will be able to set up stalls and sell their goods. |
|-------------------------------| Parks and other green spaces. |
|                               | Lents Park was fondly referred to as “the jewel of Lents” by a staff member at Station 11. |
|                               | “When I lived a few blocks away from Lents Park, I visited the southern end near the community garden. Now I am closer to Bloomington Park. Lents is comparable to other parks in the city.” - Female Resident |

| Community Organizations and Resources | The Mt. Scott Community Center provides various services and recreational opportunities for community members. |
|-----------------------------------------| The new Portland Homeless Family Solutions (PHFS) shelter was opened in Lents earlier this year. It is capable of housing 26 families at a time in private rooms. |
|-----------------------------------------| SE Works offers many services and resources to disadvantaged community members. |
|-----------------------------------------| They offer over 100 free workshops each month. These workshops help unemployed and underemployed community members prepare resumes, practice interview skills, and search for jobs. |
|-----------------------------------------| They also provide the following resources to community members in need: internet and computer access, bus passes, job training, clothing, and access to tools for work. |
|-----------------------------------------| Multnomah County Library, Holgate Library is located within the FMA. Libraries offer internet access, public classes, shelter, and other technical and professional services. |
|-----------------------------------------| Two food pantries are located within the FMA. These and others can be located with the help of the Aging and Disabilities Resources Connection (ADRC) hotline, 211, or the Rose City Resources guide which is handed out by PF&R. |
Community Challenges:

Many of the community challenges that we learned about while completing our existing conditions research also came up during our key informant interviews. For example, the demographic data for FMA 11 indicates that Lents has disproportionately low levels of educational attainment and low household incomes in relation to Portland as a whole. Our key informants pointed to these disparities, along with rising unemployment rates and increasing unhoused populations, when asked to describe the greatest challenges facing the FMA.

<table>
<thead>
<tr>
<th>Community Challenges Identified in Key Informant Interviews</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Affordable Housing, Education, and Unemployment</strong></td>
</tr>
<tr>
<td>Interviewees had differing views about the availability of affordable housing within the FMA:</td>
</tr>
<tr>
<td>- Officers at Station 11 stated that Lents is “one of the last neighborhoods with affordable housing”.</td>
</tr>
<tr>
<td>- “It seems like, when looking at buying houses, that’s [Lent’s neighborhood] an affordable pocket.” –DHS</td>
</tr>
<tr>
<td>- “21 years ago housing and employment were the two main issues that we were founded for. Still working on housing - haven’t solved that.” –SE Works</td>
</tr>
<tr>
<td>- Rents in the FMA may not only impact the residents of the FMA, but may also push local businesses and nonprofit organizations out of the area if they continue to rise.</td>
</tr>
<tr>
<td>- There is a lack of employment opportunities within Lents, and unemployment rates are rising in the area.</td>
</tr>
<tr>
<td>- Officer at SE Works noted that the number of unemployed people they have served this year is about 13% higher than it was last year.</td>
</tr>
<tr>
<td>- “We need jobs at a living wage, and affordable housing made with non-toxic materials.” – Female Resident</td>
</tr>
<tr>
<td>- Educational attainment is another challenge facing the residents of Lents.</td>
</tr>
<tr>
<td>- SE Works recently helped 49 adults obtain their GEDs, and last year they served over 800 people between the ages of 18 and 24 who were not employed or in school.</td>
</tr>
<tr>
<td><strong>Increasing Population of Unhoused Individuals</strong></td>
</tr>
<tr>
<td>- Officers at Station 11 noted that the number of unhoused individuals living within the FMA has risen over the past 2-3 years.</td>
</tr>
<tr>
<td>- External interviewees from SE Works and DHS agreed that Lents is housing a disproportionate amount of houseless individuals in relation to Portland as a whole.</td>
</tr>
<tr>
<td><strong>Public Health</strong></td>
</tr>
<tr>
<td>- Many residents of FMA 11 have untreated addictions, mental health disorders, and other medical concerns.</td>
</tr>
<tr>
<td>- The rising number of people living on the streets, or in unsuitable housing, has led to unsanitary conditions in some parts of the FMA. These conditions may increase the risk of infectious disease.</td>
</tr>
<tr>
<td>- The challenges above, in conjunction with a lack of appropriate infrastructure - such as sidewalks and street lights - lead to real and perceived safety concerns within the FMA.</td>
</tr>
<tr>
<td><strong>Livability and Safety</strong></td>
</tr>
<tr>
<td>- Walkability within the FMA is a concern for all residents, but especially for older adults or disabled individuals who utilize wheelchairs or other devices to get around, or cannot cross the street quickly.</td>
</tr>
<tr>
<td>- There are a disproportionately high number of injury corridors and intersections within FMA 11. Collisions on these streets frequently require P&amp;R response.</td>
</tr>
<tr>
<td>- Inadequate high-frequency transit service, especially on the weekends, means residents’ trips to grocery stores and other destinations may take hours.</td>
</tr>
</tbody>
</table>
Equity Considerations

An equity consideration that came up in multiple interviews are the barriers, both cultural and physical, that prevent disadvantaged community members from accessing resources that could help them improve their quality of life. There are significant refugee and non-English speaking communities in the Lents FMA. These populations are at risk of missing opportunities to access resources due to cultural and language barriers between themselves and the people providing services. Key informants from SE Works and the Department of Human Services both noted that there are many resources available; however, disadvantaged community members may not know what services exist or how to navigate the systems that would give them access to those resources. Both internal and external key informants noted that many services for houseless people are offered primarily at locations downtown and are therefore not as accessible as they should be for community members who are in need. A DHS employee said the following, when asked about what services and resources they would like to see be provided in Lents:

“Services for homeless folks in that area. I think people have to go downtown to Transition Projects, and since there are already a lot of people out on the Springwater Corridor, camped out in that area [it would make sense to provide services there as well].”

-DHS Employee

There is currently a lack of affordable housing available in FMA 11. One key informant described Lents as “a poverty neighborhood with the fifth highest housing prices in Portland” and explained that gentrification within the FMA is “pushing people who have historically lived in Lents out to East County”. Interviewees also noted that rising rents may force local businesses and non-profit organizations out of the FMA if it becomes too expensive to remain in the area. This could further reduce residents’ access to resources and services within the FMA. There is also a lack of employment opportunities, especially for career-type jobs, present in the FMA. This means that residents are frequently unable to find employment in the same neighborhood they live in. Holly Whittleton noted that SE Works frequently helps people with criminal backgrounds get into job training programs. She explained that these individuals are often marginalized in society and struggle to progress from entry-level employment to higher-paid positions.

Although there are some ethnic markets in the neighborhood, food access within the FMA was deeply impacted when the Fred Meyer that was previously located there was shut down. Many of the remaining food sources within the FMA don’t provide healthful food options, so residents may be forced to leave their neighborhood in order to access more nutritious food. This problem is especially challenging for elderly residents,
disabled individuals, or individuals who don’t own cars. The female resident that we interviewed told us that, because she has to take transit to a grocery store outside of the FMA, it takes her three hours to complete a grocery shopping trip. Another equity issue are the challenges that residents and workers without a car in this community experience. With eight of Portland’s top thirty high crash intersections in FMA 11, walking and biking are hazardous. The solution is not to ensure that more Lents residents have access to cars—in part because more vehicles on the road slows down emergency response time—but to ensure that people can reach their destinations safely and can incorporate exercise into their daily activities. Because this population has higher health burdens than many other neighborhoods in Portland—frequently resulting in calls to 911—it is critical to support active transportation which reduces the incidence of obesity, type II diabetes, and cardiovascular disease.

*Proposed Strategies*

We asked both internal and external key informants to share strategies that they thought may help PF&R reduce low acuity calls and allow Station 11 to serve their community more effectively. The strategies discussed below, along with strategies proposed by Station 11 staff via an anonymous survey, were further discussed during the later strategy sessions that we held at the station.

Some officers at Station 11 suggested re-implementing the station’s previous program of reading to children during school hours. This could help the station connect more with members of the community and build a stronger reputation within the FMA. The station could also partner with a local Boys & Girls Club and/or the Big Brothers, Big Sisters program to mentor young people in the FMA. Our key informant at SE Works suggested that the station could apply for a grant in order to hire a “navigator” who could help the station connect with other resources in the community and who could participate in local meetings that are focused on houselessness and its growing impacts in the FMA. She suggested that Oregon Community Foundation, the Meyer Memorial Trust, or the Northwest Health Foundation could potentially provide funding for the grant, and that SE Works could assist with the grant writing process.

It was also suggested that the City could develop new, and more clear, policies regarding the management of houseless populations. Officers at Station 11 noted that they don’t have clear guidelines about how to manage warming fires that are started by unhoused individuals. Instead, they often have to use their own discretion when responding in such situations. Approaching these communities from a harm reduction standpoint, which emphasizes rehabilitation over punishment, and working with nonprofit organizations to lobby for more affordable housing opportunities in the FMA could be a more effective way to manage these communities. An employee from DHS explained the concept of harm reduction in the following way:
“It’s less about being punitive and more about rehabilitating and also meeting someone’s psychological needs. So like, if someone is in a facility and they have a drinking issue, and they’re like ‘I know I need to quit drinking, but I’m going to have two beers a day and that’s it’ some people in addiction theory are like ‘that’s terrible, you need to quit cold turkey’ and other people - harm reduction - are like ‘hey, you’re making some progress. You’re doing better than you were.’”

-DHS Employee

Both internal informants and our informant at DHS suggested that a list of frequent callers, who contact emergency services for non-emergency situations, could be compiled. Allowing PF&R to reject these low-acuity calls, and sending a non-emergency service in their place, would save a significant amount of resources while still providing services to community members who are in need. The informant at DHS noted that there is a program called Crisis Assistance Helping out on the Streets (CAHOOTS) that provides non-emergency assistance to the houseless population, and he suggested that something similar could be implemented in Portland.

Officers at Station 11 told us about Portland’s Women’s Fire Camp, which introduces women to careers in fire. If women who are involved in this program were able to complete ride-alongs at Station 11, in addition to the ride-alongs they currently complete at Station 28, they may be able to form relationships with the officers at the station and have a better chance of transitioning into internships or full-time positions after completing the program. This could help to improve the equity of PF&R’s hiring practices and increase diversity in the staff at the station.

Partnership Opportunities

SE Works could be a great partner for Station 11 to work with. The organization has many long-standing relationships with residents of the FMA and other organizations that serve the community. SE Works expressed interest in partnering with PF&R and explained that they would be able to connect Station 11 with other community organizations, and provide resources that would help officers refer low-acuity callers to the appropriate services. Our informant at SE Works noted that PF&R wouldn’t be asked to directly provide services at SE Works, but they would be encouraged to be at the table in conversations such as those that took place when the new homeless shelter was being planned. She even noted that SE Works may be able to help connect Station 11 to grant writing services. When asked about SE Works’ existing relationship with PF&R, Holly Whittleton expressed the following interest in partnership:

“You can count us in if there's anything to be done with the fire department, because I would support that in a big way. I think they are doing work that others are not doing right now and if there is some way for us to support that, we would do it.”

-Holly Whittleton, Director of SE Works
The following is a list of some organizations with which SE Works has relationships. Engaging with SEWorks could potentially also lead to partnerships with these organizations:

- **Transition Projects**: an organization that delivers “life-saving and life-changing assistance to some of Portland’s most vulnerable residents”
- **Department of Human Services**: provides SNAP and TANF services to residents who are in need
- **Junior Achievement**: a not-for-profit organization which works with youth to assist them with understanding what real life is about as they work and learn to budget their money
- **Goodwill**
- **Change Center from the Department of Community Justice**: provides anger management services
- **Experience Works**: helps people over 55 that were displaced in 2008 to find employment opportunities
- **Rosewood Community Health Center**: provides extensive service to individuals with mental health issues, pregnant women, and other vulnerable community members.

In addition to creating new partnerships, PF&R could work to strengthen its existing relationships with organizations such as CHAT and IRCO. These organizations were identified as community assets during our existing conditions research, and our internal interview subjects expressed interest in deepening and expanding their partnerships with the organizations.

**Reflection from our team**

Because our research team was only able to conduct a small number of interviews with individuals who live and work within the FMA, the scope of the information we were able to gain is limited. Our research would have been even stronger if we had been able to conduct additional interviews with individuals who represent different parts of the community. For example, we would have liked to interview a staff member from the 911 dispatch center in order to better understand the process of coding and directing the calls that come in. In addition to our formal interviews, we also conducted intercept interviews at Cartlandia, a popular food cart hub on the border of FMA. Though all mentioned concerns about houseless people in the area, none of the folks we approached actually lived or worked within Lents.

Though one of our team members has a family member who has worked as a firefighter and two of us lived previously in Lents for a short time, we are all otherwise outsiders to this station and FMA. This required us to listen carefully to what those who work and live in the area have to say about their experiences, and the suggestions they bring regarding what they believe would help their community. As graduate students, though we have very divergent backgrounds and varying levels of resources, we have experienced significantly more privilege than many of those who call FMA 11 home. Our interviewees, thus far, have also had some degree of
privilege due to their professions, races, genders, or some combination of those factors, and we hope to be able to incorporate more diverse voices in the future as we reach out to a greater number of people and organizations.

Fire Management Area 11 is confronting some of the largest challenges of any FMA in Portland due to a combination of social, economic, public health, and infrastructure issues—and these are largely expected to grow over time as the housing crisis continues to worsen. This creates enormous amounts of stress and overwork for first responders, such as firefighters and paramedics at Station 11, and other service providers in the area. However, there are significant opportunities to create new partnerships between Portland Fire & Rescue and the nonprofits and public agencies that serve residents within FMA 11. Creating or improving these working relationships could help reduce the number of low-acuity calls directed towards PF&R by funneling these clients towards community-based resources before needs arise to call 911. As our informants have noted, there is a sense of “welcoming” that the Lents neighborhood has and that assets can be strengthened when the community is able to work together to improve the lives of the most vulnerable and the FMA as a whole.
IV. Strategy Sessions

Strategy development incorporated ideas from key informant interviews, ideas generated by PF&R staff through in-person meetings and an anonymous survey, as well as our own research. Strategies from all sources covered internal/service changes, collaborations with community partners, and larger policy/structural changes for PF&R. Strategies were solicited to address low acuity calls, but feedback on all scale of strategies were captured. A complete list of strategies generated throughout the term can be found in Appendix A. At the conclusion of the term, three in-person strategy sessions were held with PF&R staff to review proposed strategies, assess feasibility, and identify level of support in the station.

Outreach and Planning

Our primary outreach tool was communicating with the station captain via email. In these communications we also distributed a short pre-session survey to all Station 11 staff to solicit ideas before the strategy session and give PF&R staff a preview of the topics we’ll be covering. In preparation for in-person strategy sessions we distributed an anonymous survey by email to the staff at Station. The survey contained five questions, primarily about challenges facing FMA 11 and proposed solutions. We received nine responses, and compiled these into a one-page document of more concise, potentially achievable short-term strategies. This document guided our discussion and brainstorming during the in-person strategy session. One-pager of preliminary proposed strategies can be found in Appendix B.

We held three strategy sessions on November 28th, 29th, and 30th, from 5:00 - 7:00 PM on all days. These strategy sessions were held at the FMA 11 Station, 5707 SE 92nd Ave, Portland OR. Strategy sessions were held over the course of three days to allow members of every shift to participate, and were located at the station to provide ease of participation for PF&R staff (staff didn’t have to travel to another location, or attend a strategy session on unpaid time). The timing of the sessions was dictated by our PSU team’s schedule. One limitation of this approach was that the station received numerous calls during the session. Working with the station captain to identify traditionally slower times at the station would be advisable for future strategy sessions.

Strategy Session Format

The purpose of the strategy sessions was to present all of the proposed strategies we have collected from our data analysis and outreach process to Station 11 firefighters in order to determine their buy-in for different strategies and how our team should consider prioritization. Our planned agenda and format for the strategy sessions changed during the actual strategy sessions. Due to the high call volume during our visit, and relatively small group of staff that were present at any one point, we adapted our planned agenda and strategy session...
format to be more conducive to rich discussion. Our originally planned agenda is attached as Appendix C, as well as our adapted agenda. The proposed agenda would be more appropriate for a larger group (more than seven PF&R staff), as well as a strategy session where more uninterrupted time could be ensured. While we maintained the team roles of two facilitators and two note takers, we opted instead for a modified agenda that was less structured, and less formal. While we had initially planned to split into two groups of four to six PF&R staff, with a facilitator and note taker from our team with each, we instead opted to remain as one group and work in the station’s kitchen.

We began the session with some review of the Blueprint for Success project, as well as the MURP program and PSU’s connection to the project. This was followed by the distribution of the one-pager of strategies suggested in the anonymous survey. Rather than splitting into groups we remained as one unit and different PF&R staff contributed their feedback on their level of support, and speculative feasibility of the projects on the one-pager. This discussion allowed us to see where ideas overlap, and what might be most realistic to implement.

Giving Station 11’s staff the opportunity to also rate and provide feedback to ideas individually on the one-pager, as well as through the online survey, allowed for staff to express opinions or propose strategies that might be divergent of the broader opinion of the group. We felt it was important to provide this opportunity for individual feedback to allow for greater creativity of ideas. We did not record the sessions, but we did take notes on a laptop. We felt this approach would be more conducive to soliciting frank and honest feedback.

Strategies and Recommendations

We heard a wide variety of proposed strategies, as well as diverging opinions on the feasibility or support for these strategies. Although the one-pager of proposed ideas was a starting place for the discussion and we solicited feedback on these ideas (see Appendix B), they did not garner uniform support. During the strategy sessions, some common themes emerged, and provide context for the strategies we are recommending:

- It is difficult for FMA 11 to identify smaller short-term projects that will reduce low-acuity calls while their current call volume is so high.
- Current dispatch models were identified as a major barrier to cutting back on low acuity calls.
- Concern for liability is a major source of low acuity calls (such as lift assists), and also a barrier for implementing solutions.
- Many strategies require increased participation by community partners that either don’t exist, or don’t currently have a strong existing relationship with FMA 11.

With these themes in mind, we have identified several priority recommendations listed below.
Internal Changes/Collaborations

1. Community Partnerships

We recommend PF&R foster more regular communication between FMA 11 and relevant community partners and service providers (such as Department of Human Services case workers). This regular contact would facilitate knowledge exchange and surface opportunities for collaboration. One example of potential collaboration is PF&R providing input on non-profit lead grant applications to improve community safety, public health, or housing conditions. This strategy could be implemented immediately and evolve as relationships are built.

**Lead actors:** PF&R, Department of Human Services, Southeast Works, other local non-profits

**Blueprint for Success focus area:** Public Health, Mental Health, Community Safety, Housing/Resources, Racial Equity

**Targeted work with high call volume locations or frequent callers list**

We recommend targeted outreach and education to locations that are sources of high call volumes (apartment complexes, care facilities, businesses). Engage with service providers to find strategies to reduce calls from these locations. This strategy is mid-term in scale, and would likely require more time and preparation to make collaborations an effective use of time.

**Lead actors:** PF&R, Department of Human Services, nursing and long-term care facilities

**Blueprint for Success focus area:** Public Health, Mental Health, Community Safety
**External recommendations**

2. Increased funding for Community Health Assessment Team, Gatekeeper, and the Trauma Intervention Program or implement service comparable to Eugene's Crisis Assistance Helping Out On The Streets (CAHOOTS) program

PF&R staff identified these groups as some of their most effective allies in serving the community. While increasing funding to these groups is beyond the control of PF&R, PF&R can advocate for their continued funding. Eugene’s CAHOOTS program provides a model for 24/7 mobile crisis intervention that addresses non-criminal crises such as intoxication, mental illness, disorientation, and dispute resolution.

**Lead actors:** Multnomah County Health Department

**Blueprint for Success focus area:** Mental Health, Public Health, Community Safety, Housing/Resources

3. Improve dispatch model

In our strategy sessions the current dispatch model was identified as a major barrier to reducing low acuity calls. We recommend PF&R advocate for and inform an improved dispatch model. After speaking informally with dispatch officials, we find that it would be beneficial to incorporate sit-alongs for incoming, training and promoting officers - to better inform them of the role dispatch plays in their day-to-day work. Also, providing a point-of-contact within PF&R where officers can express recommendations for future dispatch recommendations is advised.

**Lead actors:** Bureau of Emergency Communications & PF&R

**Blueprint for Success focus area:** This strategy isn’t directly related to a Blueprint for Success focus area, but was identified as critical to the long-term effectiveness of the program.
V. Performance Measures

Below is a list of performance indicators that have been considered by or recommended to Portland Fire and Rescue (PF&R) as they implement strategies laid out in the Blueprint for Success. This section seeks to analyze those recommendations in terms of appropriateness, ability to implement and usability. The measures are broken into two sections. The first is internal factors, or areas in which PF&R has direct impact; the second is external factors, or areas which currently fall outside of PF&R’s scope of influence but likely contribute significantly to the department’s workload. Additionally, we have included a table of the performance measures to summarize our analysis and recommendations.

**PF&R Station 11 Performance Measures Rated 1-5 (1= low, 5=high)**

<table>
<thead>
<tr>
<th>Internal Factors</th>
<th>Relevance/Impact on PF&amp;R Low-Acute Calls</th>
<th>Feasibility</th>
<th>Ease of Implementation</th>
<th>Cost (Time, Financial)</th>
<th>Accessed via Internal PF&amp;R Resources</th>
<th>Accessed via Community Partners/ External Data, Resources</th>
<th>Recommend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduction in burnout by fire crews</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Increased number of safe and well visits to target groups</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>✓ ✓ ✓</td>
<td></td>
<td></td>
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<tr>
<td>Stronger relationships with community partners</td>
<td>4</td>
<td>5</td>
<td>3</td>
<td>2</td>
<td>✓ ✓ ✓ ✓</td>
<td></td>
<td></td>
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<tr>
<td>Reduction of incidents in the specific FAMA</td>
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<td>3</td>
<td>4</td>
<td>4</td>
<td>✓ ✓ ✓</td>
<td></td>
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<tr>
<td>Reduction of 9-1-1 calls (from fewer total incidents)</td>
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<td>3</td>
<td>3</td>
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<tr>
<td>Reduction of low-acuity calls</td>
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<td>4</td>
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<td>3</td>
<td>✓ ✓ ✓</td>
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<tr>
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<td>3</td>
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<td>Mental Health</td>
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<td>1</td>
<td>1</td>
<td>5</td>
<td>✓</td>
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<tr>
<td>Housing/Other Resources</td>
<td>5</td>
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<td>1</td>
<td>5</td>
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<td>1</td>
<td>5</td>
<td>✓</td>
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<td></td>
</tr>
</tbody>
</table>

**Analysis and Recommendations Summarized**

After reviewing each of the recommended performance measures for relevance, ease of implementation, cost and resource accessibility, we recommend that PF&R utilize two new performance measures:

1. **Number of relationships with community partners as assessed through memoranda of understanding (MOU)**
   - **Justification:** Reflected in our key informant interviews, there seems to be an opportunity for more collaboration between PF&R and local community-based organizations. This gap does not
Implementation: A simple quantitative assessment would say very little about the value of community engagement. Therefore, any performance measure in this regard would have to be paired with a qualitative assessment of each MOU. Qualitative assessments of this sort could look for partnership agreements that address social determinants of health. The captain of each station would be ultimately responsible for forging these relationships and signing each agreement.

2. Racial equity through racial diversity within PF&R staff

- **Justification:** The goal behind this measure would be ensuring that demographics within the station are reflective of the community of the FMA. This measurement could take the form of a ratio comparing station to FMA across demographic categories. Creating a workforce that is reflective of the community it serves can build trust within that community, can lead to increased productivity, and can yield useful insights into how a community functions.

- **Implementation:** This measure would be assessed through hiring data by PF&R administrative staff. Specifically, this would include measuring both recruitment and retention as part of the ongoing equity analysis.

Many of the variables leading to an increase in low-acuity calls likely fall outside of PF&R’s scope of responsibility and area of impact. Therefore, measurements designed to assess the agency’s impact on such variables, such as mental health or housing affordability, would not be prudent or fair. However, the above recommendations are within the department’s control and the actions associated with the measures might help address social determinants of health and consequently, low-acuity calls.

**Analysis on Recommended Performance Measures Internal Factors**

*Reduction in burnout by fire crews*

What is pertinent in this context is how burnout might factor into the increased number of 911 calls. Questions to consider: how is burnout defined? Is burnout an emotional or physical in nature? Is it both? Moreover, what are the manifestations of burnout? Does burnout mean leaving the job? Or might burnout result in poor service delivery? If the former, instances of burnout would likely be measured through exit interviews with PF&R’s Human Resources Department. If the result of burnout is poor
service, measuring that becomes much more difficult, as what constitutes poor performance must be defined. Once poor performance is defined, an additional challenge would be correlating it to burnout. The PF&R Strategic Plan/Coggle 2017-2020 includes some goals around the health and wellness of their firefighter staff. This includes goals 3.20-3.22. Missing from this list is an acknowledgement of the mental health challenges associated with the jobs.

3.20 Reduce 2016 firefighter injury rate by 10% – PF&R is committed to reducing on-the-job injury rates. PF&R will obtain baseline rates for injuries for 2016 from Safety Chief/FPD&R/Risk, create a plan to effectively reduce injuries, and track injuries and compare rates each month/year.

3.21 Continue Stability and Mobility program with new content every quarter – Present current Stability and Mobility Program outcomes to FPD&R and request funding for another Health/Wellness Program in 2017-2018. Statistics indicate that while exercise may cause some short-term injuries, exercise can help reduce long-term injuries.

3.22 Finalize return to work policy – PF&R’s return to work policy outlines re-entry procedures for members who are returning from an extended leave. The objective of the program is to provide returning members with the opportunity to refresh skills, review changes in policies and procedures that have occurred during their absence, and verify their fitness level for emergency duty.

Ultimately, there’s not enough evidence that firefighter burnout is correlated to the rise in 911 calls to recommend it as a performance measure. That said, it might be worthwhile for other reasons to study the impact of burnout on retention and service quality. Responding to additional calls—and the changed nature of those calls—likely has significant emotional and physical impacts on staff and could impact service quality.

*Increased number of safe and wellness visits to target groups (65 and over, people living alone, people with disabilities, smokers, those without existing smoke alarms, people with alcohol dependency, and people with drug dependency)*

If implemented, this measure would tell us about firefighter workload, but would not be an indicator of improved outcomes. It might be worth is to look more critically about the goals of safe and well visits to at-risk populations and use those goals to inform performance measures. Specifically, which aspects of safe and well visits are most likely to reduce 911 calls? Is it identifying fire hazards? Is it recognizing drug abuse and making referrals to social services?
Stronger relationships with community partners

Annual Reports measure the number of public contacts during outreach; in 2016-17, that number was 74,789. However, this tells us little about the quality or context of those interactions. If we assume that certain public health and livability concerns are correlated with the increase in 911 calls, increasing relationships with community partners and government entities addressing those issues might be a good policy recommendation. A resulting performance measure might be recording the number of referrals made to these community-based organizations. One might even try to work with the agency to measure the efficacy of the referral. For example, referrals to organizations addressing houselessness that lead to stable housing outcomes. Most nonprofits have to track client outcomes and referral sources already. It’s reasonable to assume that this database would have the functionality to isolate and export data on PF&R referred clients and share with fire department administrators. Data could be aggregated to preserve anonymity, or clients could sign a consent form allowing the agency to share information with the fire department. A good prospective strategy for Portland Fire and Rescue might be for each FMA to conduct an inventory of community relationships.

Equity (considered internally)

The Strategic Plan/Coggle 2017-2020 includes racial and gender equity goals with regards to PF&R hiring practices. Goal 3.49-3.51 aim to increase the number of women and underrepresented groups—women, persons of color—who apply for firefighter positions.

3.49 Establish a partnership with Portland Community College (PCC)
   Work with PCC to establish PF&R scholarships for high school students to enter the fire service program. Establish a multi-agency fire curriculum and a role on the Regional Diversity Committee.

3.5 Increase collegiate athletics outreach by 20%
   Continue connections with athletic directors and have a presence at team practices and games.

3.51 Increase overall outreach by 25%
   One of the goals for the Recruiting Team is to seek out organizations/job fairs/community events that have a cultural emphasis. PF&R plans to continue to attend all the recurring job fairs, but also to seek out events where we can educate and stir interest in the fire service from underrepresented groups and females. This process will include increasing the number of outreach events, identifying applicants most likely to be successful firefighters, ensure equal opportunity, and increase demographic diversity.

Additionally, PF&R measures percentage changes with regards to gender and racial hiring practices, but real numbers could not be found. These percentage measurements are also aggregated across the department and do not speak to individual stations. An appropriate measure might be station demographics vis-a-vis FMA
demographics. Additionally, equity should be expanded here where possible to include other historically marginalized populations. Within Station 11, increasing the linguistic diversity would be beneficial given the diversity of languages spoken within the FMA.

Reduction of incidents in the specific FMA

The following are quantitative measures that will help evaluate the efficacy of the Blueprint for Success. There are portions of the Blueprint for Success that are themselves difficult to measure but using some of the quantitative indicators listed will help PF&R understand whether or not the Blueprint for Success impacts overall outcomes on an individual FMA level.

Reduction in Fire Casualties

PF&R already closely monitors the number of people who die as a result of fire. PF&R is working toward the goal of zero fire casualties and many of the goals of the Blueprint for Success are designed to aid in accomplishing that goal. PF&R publishes this data in their Annual Performance Report, along with data from the last five years and projections for the next few years. Displaying the data in that way helps keep the current data in perspective over time. It may be helpful for PF&R to have internal statistics about where those fire casualties are occurring and in what types of incidents. Naturally, we would not want to make that information available to the public for privacy reasons but it would be a good internal baseline measure.

Reduction of All Types of Fires

This would measure the incidence of fire over time in order to track the reduction of the number of fire incidents. PF&R already collects this data for its Annual Performance Report. This means that there is past data with which to compare current and future data. This will allow PF&R to determine whether or not fire incidents are going down. It would also be valuable to publish internal reports specific to each FMA with the number of fire incidents by type of fire to know where they need to focus their efforts. This report could be compared to Dr. Jonathan Jay’s model predicting where fires are likely to occur. Disaggregated data by type of fire could also show whether other efforts are helpful. For example, FMA 11 responds to a lot of small fires that are started by unsheltered people. A reduction in this specific type of fire would be a good indicator of overall community health.

Reduction in Dwelling Fires

This measure would accompany the measure of the reduction of all types of fire. Focusing on reducing dwelling fires is of particular importance because dwelling fires are often where casualties occur and are largely
preventable. As said before, understanding what types of fire are occurring most often is a key step in evaluating which types of fire are presenting the most risks to safety and taking up the most resources. Baseline data is collected by PF&R and in the future they would continue to collect data and use it to project the number of fires in the future.

**Reduction in Road Traffic Incidents**

This would involve tracking the number of collisions over time. This is a long term measure as short term data would give limited insight into road traffic incidents. While understanding what road traffic incidents are occurring, this may not be directly tied to the goals of the Blueprint for Success. There are a lot of outside factors that influence road traffic incidents that are out of the control of PF&R. However, improved road safety would reduce the number of resources needed to respond to this type of incident.

**Reduction of Drug Overdoses and Suicides**

This is a measure of the number of drug overdoses or deaths by suicide per year and with enough data this will include a year over year analysis to determine whether the number of overdoses and suicides is decreasing. This can be difficult to measure because PF&R is not involved in every incident of drug overdose or suicide and they do not collect this data internally. Multnomah County Health Department (MCHD) collects overdose and suicide data but their focus is on other causes of death. They also have not published data on these two subjects since 2014. They may have that data but it is not yet public. It would not be feasible for PF&R to collect their own data on overdoses and suicides. It would be best to ask MCHD to share the data they have. Ideally, this data would be disaggregated so PF&R could understand not only how many overdoses and suicides are occurring but where they are occurring.

**Reduction of 911 Calls from Fewer Total Incidents**

This would measure the number of total incidents in the FMA. Preventing and reducing the number of incidents that need emergency assistance would be the ideal. A decrease in total incidents would show an overall increase in community health and wellbeing. Many of the calls to which PF&R respond are preventable. Providing the interventions needed before an incident occurs would be a good indicator that the Blueprint for Success has achieved its goals. Not all of this would be due to the actions of fire personnel but rather it would be evidence of effective community partnerships facilitated by fire personnel. This would be easy to track because PF&R currently collects data about each call for their annual report. It would be simple to continue tracking and monitoring this measure over time. It would also be a good measure to communicate to personnel an overall sense of whether or not efforts to implement the Blueprint for Success are effective.
Reduction of Low-Acuity Calls

While reducing the number of total 911 calls is important, reducing low-acuity calls will perhaps be a more important measure when it comes to the best use of resources in the long run. Much of the current strain on PF&R, and Station 11 in particular, comes from the high volume of low-acuity calls. In terms of helping Station 10 fire personnel see the Blueprint for Success succeeding, showing that low-acuity calls have gone down would be extremely valuable. It would be valuable to emphasize the number of low-acuity calls versus other calls they receive to put the data in perspective. Continually monitoring this measure over time will focus efforts around ways fire personnel can direct community members to other services and fostering partnerships between PF&R and those services.

External Factors: Broader Community Hopes

Public Health, Mental Health, Housing & Other Resources

PF&R has goals for increased public health, mental health, and community resources. The performance of these systems within the Lents community and Portland at large directly affect the Blueprint for Success’ goal of decreasing call volumes and emergency incidents. However, PF&R does not directly affect these resources. The relationship is one-sided and therefore PF&R can be a support for these systems, and can measure their performance, but is limited in its ability to affect them without changing current procedures significantly throughout the PF&R employment system. The performance measures for these services are both qualitative and quantitative and can be collected through contacting partnering community organizations, PF&R’s Community Healthcare Manager/admin staff and lightly recorded or summarized by PF&R emergency responders.

Healthcare - Public Health & Mental Health

Accessing enrollment data for certain healthcare services would provide valuable statistics on community health. For example, increased enrollment in local mental health services would illuminate favorable trends towards public health. This data could be accessed through annual reports published by community partners, or by request. Connecting with community partners’ data would provide increased opportunity to strengthen community partner relationships as well.

Emergency responders would have a unique opportunity to indicate the need for external service referrals as they assess emergency situations. To do this, a system would need to be created in which responders could indicate “refer this client to additional community services” such as social workers, healthcare providers, or mental health services. This would require increased tedium on behalf of emergency responders, however, and may require further training on their part to learn how to identify when it is appropriate to refer clients to external resources. Regardless, having a system in place so that responders have this option would be highly valuable for
the community and the responder’s sense of responsibility to a situation. In the field, clients may self-identify need(s) for further resources. Equipping emergency responders with a baseline referral process would empower the employees and provide frontline, in-the-field recruitment which would be presumably highly appreciated by community partners.

PF&R has a unique community partnership with the Community Healthcare Assessment Team (CHAT) which should be utilized to track performance measures relating to PMHC systems. In the past, CHAT tracked a group of 30 high-frequency callers and determined the root reason for their calls with the goal of addressing those problems in order to decrease their emergency needs. PF&R should continue to work with CHAT to track these high-utilizer calls annually or biannually. This performance indicating method is highly feasible due to the existing relationship between CHAT and PF&R, and when done consistently will yield significant public and mental health gains for the community of Lents via an individual-level strategy. PF&R’s existing call coding system can measure the community’s performance by tracking the frequency and caliber of calls associated with public or mental health. This data can be accessed by administrative staff with relative ease and should be done at minimum annually to measure trends of public health.

*Housing & Other Resources*

Monitoring the performance of Housing and other public resources (such as DSHS, Work Source, etc.) within the FMA again, is not a result that can be directly affected by PF&Rs actions without significantly changing current internal systems, employment roles and financial allocation. However, the utilization of these resources by community members increases individual stability, public health, well-being, and education and therefore has the notable potential to decrease call volumes of varying acuity levels. Much like Healthcare and Public Health, PF&R can ask local resources for enrollment data, and successful matching of resources to the FMA community. For example, the number of people enrolled in Section 8 or HUD housing assistance, related to the number of people considered low-income or at-risk of homelessness (these figures could be accessed with ease via public census data, but may not be as current as would be preferable) would provide a reliable representation of the percentage of subsidy appropriation within the community.

In regards to homelessness specifically, PF&R could track qualitative data relating to temporary shelters (camps, cars, etc.) and persons without current housing via windshield surveys. This process could be in depth, involving PF&R personally touring neighborhoods and collecting data, or could be done through simple paper survey distribution. PF&R could ask to access data already obtained by the local public housing authority (PHA) relating to neighborhood houseless populations. For example, the local PHA should have waiting lists for their subsidy programs and may be able to share the number of people in the Lents community who are on that waiting
list, and therefore housing insecure. In any of these examples, the data collected would be a valuable performance measure of the community’s houseless population.

**Safety**

PF&R can measure the general safety of the FMA via information collection, community education and process implementation. Using the FMAs existing software for call tracking, PF&R should analyze data relating to crime (vandalism, break-ins etc.) and identify those blocks or streets which have the highest volume and acuity of crime-related activity. This data could likely be accessed via the Portland Police Bureau as well. Simply identifying these areas will help PF&R staff be aware of problematic areas in which to track further qualitative data via emergency responders. Idea generation can occur in which qualitative data is discussed and possible causes for increased crime, or decreasing crime rates, in those areas can be identified.

PF&R should collect data relating to community preparedness as well. This may involve communicating with public departments to ensure they have escape routes in place (such as schools, large office buildings, apartment complexes). PF&R should think critically about planning for large scale emergency preparedness relating to natural disasters or man-made dangers (earthquakes, floods, heavy snowfall or poor road conditions, active shooters, crime sprees etc.) and ensure that all necessary precautions are taken. PF&R should review plans and permits to see how up to code they, and significant local organizations, are for safety including inspecting fire sprinklers and other basic safety devices. In this goal, PF&R needs to be aware of equity, to review plans and permits for organizations from all backgrounds and geographic locations within the FMA, particularly underserved areas.

Finally, PF&R should identify and compile resource manuals for how PF&R will respond to potential dangers and offer to disseminate basic information to local proprietors. This should include how to plan for small and large scale fires (create a fire escape route, know where your fire extinguishers are, what to do if exits are blocked, etc.) as well as other natural disasters and community dangers (active shooters, etc.) PF&R currently provides community education opportunities to local schools which should continue to be critically analyzed for content that is useful, inclusive of all pertinent information, and may use these education opportunities to collect data about how safe and prepared organizations feel.
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Portland Bureau of Transportation. High Crash Network Intersections:

Portland Bureau of Transportation. Portland by Bicycle.


Portland Fire & Rescue.


Portland: Bureau of Transportation.


Appendix A: Key Informant Interview Questions

Holly Whittleton, Director of SE Works

What is your name, and what is your role here at SE Works?

Are you primarily working, just geographically, are you primarily working with people who live in the area?

Are you able to tell if you are serving people locally?

The folks that you serve, are a large percentage of them homeless?

What would you, just speaking of Lents specifically, what would you describe as the most pressing needs?

. (After a discussion about affordable housing and unemployment) Do you think that some of the most vulnerable members of the community have access to community resources?

What would you describe as the barriers to taking, for many of your clients, in taking that next step into higher paid positions?

What outside resources can you leverage to help them in taking those steps?

What, just speaking again specifically to the Lents neighborhood, in a narrative how would you or could you describe the employment history of folks living in the neighborhood?

So switching gears from some of the challenges of Lents, what would you describe as some of the assets of the community?

. You said at the beginning the number of programs that you have. So you’re running a work source site, there’s a specific program is that within your work source center for people with past criminal backgrounds?

How would you describe the healthcare infrastructure in the neighborhood?

Pretending for a moment that you have a crystal ball, how to you envision the future of the Lents community.

What worries you, what makes you optimistic?

Segueing into more specifically what the fire department is concerned about, do you, this is probably an unfair question, but do you have any insight into what might be leading to an increase in low-acuity 911 calls?

. Do you have any idea about how the fire department might better Leverage Community Resources to help better serve the community?

Have you ever gone to the fire department to discuss services?
Multnomah County Department of Human Services Employee

Can you tell us about how long you’ve been working in the area?

a. Can you tell us about how you interact with people who live in the Lents community within your role at DHS?

From what you can tell, what are the most sort of pressing needs in that community?

 Have your clients expressed those concerns directly, or are those things more what you’ve observed?

What resources do you see the neighborhood lacking that would help fill those needs?

With the people that you work with, do you think that they’re able to access the community resources that are available?

In your work at the County, are there any groups that you interact with a lot that are addressing issues of homelessness, or health, or food access?

 Do any of your clients, do they cite people that help them in the community? Or what do they see as strong parts of their community?

From your experience in the neighborhood, what do you view as the strongest assets of Lents?

On the flip side of what are the valuable assets in Lents, what are the assets that you feel are missing altogether or are lacking?

You said that some of your clients may be making calls to 911 that they don’t need to be. Do you have any examples of what those are?

Apart from additional case management at the residences, are there any other services that you would like to see provided that you think would make a difference - thinking regardless of politics or cost?

That’s the end of my official questions. Do you have any kind of additional - you talked about walkability and cultural language barriers - do you have any additional stray thoughts on the topic?

Is there anyone else that you would recommend we talk to?
Female Resident of Lents

How would you like to be identified? This could include first name or initials; gender; workplace or field of work; age; and other relevant characteristics. It could also be as simple as "resident".

Have you ever had any interaction with PF&R? If so, please explain as much as you are comfortable with.

How long have you lived in FMA 11?

Do you feel safe walking, biking, and/or taking transit in FMA 11? Are these modes sufficient for your needs? Why or why not?

a. Which streets or intersections in FMA 11 do you perceive to be the most dangerous? Why?

How do you feel that FMA 11 compares to other areas of Portland with regard to access to parks and other greenspace?

What sources of healthful food do you know about in FMA 11? Do you feel this is sufficient?

What issues and challenges do you feel residents in FMA 11 are most faced with? Are there certain parts of the population that are most affected? Do you know any services, such as nonprofits or public agencies, within FMA 11 that help address these issues?

If you needed a general health check up, do you have a doctor or health center you could access in FMA 11?

What about urgent care? What about an emergency room? How would you get to these facilities if you needed them? How do you think other community members would get to them?

What assets do you feel FMA 11 has?

What aspects of FMA 11 need the most improvement?

Are there other components of Livability that I haven’t asked about that affect residents or workers in FMA 11 that you would like to comment on?
Officers of Station 11

How long have you been in the fire service?

How long have you served at this station?

Do you live in this FMA?

What are some specific components to your surrounding area are especially important to your work?

What do you consider the biggest challenges to servicing your area? Why?

What are your stations greatest assets embedded in the community?

a. What are some of your greatest assets in the station?

Do you feel supported by your bureau management?

How are the officers on your shift connected with the local community?

. Who do you view as local partners?

a. Who views you as their local partners?

Tell me about what it is like to service your FMA.

How is your FMA different from others across the city?

Are low recruitment and/or low retention an issue within the fire service?

. What about burnout?

How do you manage the stresses of working in your busy FMA?

How frequently do you communicate with other stations?

What are you hoping comes from this research?

If you could name one game-changing intervention that upper-management could provide to help your station, what would you propose?

(Other questions are improvised to extract more from the officers as they offer ideas.)
# Appendix B: One-pager responses

Support and feasibility rated on a 1-5 scale with 1 being the highest level of support or most feasible, and 5 being the lowest.

<table>
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<th>Strategy</th>
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<td>Support</td>
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<tr>
<td>Educate residents on alternatives to calling 911</td>
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<tr>
<td>Change how the rescue apparatus is used or replace it with a different type of vehicle that could be used for more calls in FMA 11</td>
<td>2.3</td>
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<tr>
<td>Traffic control via Opticom</td>
<td>2.6</td>
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<tr>
<td>Education campaign for fire prevention (collaborate with Neighborhood Emergency Teams)</td>
<td>3.7</td>
</tr>
<tr>
<td>Provide more funding to the Public Education Office, possibly opening up multiple positions who can go to local schools and educate youth on fire safety, public safety, first aid, etc.</td>
<td>3.2</td>
</tr>
<tr>
<td>Change work schedule to allow for more recovery time/time with family between shifts (48/96 is an alternative that has been adopted in some cities)</td>
<td>2.3</td>
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<tr>
<td>Increase clarity for PF&amp;R staff and residents about city policies on homelessness (including outline for fire personnel to follow)</td>
<td>2.2</td>
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<tr>
<td>Improve dispatch model (provide multiple fire liaisons)</td>
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<td>More paid education, training, and outreach opportunities</td>
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<td>Provide PF&amp;R staff with concrete list of resources to share with the public (community, mental health, public health, and housing resources)</td>
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<td></td>
<td>Support 2.4</td>
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<td>Feasibility 1.6</td>
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<tr>
<td>Use an iPad to fill out reports on scene instead of paper and pen</td>
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<tr>
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<td>Support 2.5</td>
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<td>Feasibility 2.6</td>
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Appendix C: Draft Strategy Session Agenda and Adapted Agenda

DRAFT Agenda

Framework: 10 min. Overview / 25 min. Small group discussion / 15 min. Rate and provide feedback on ideas / 10 min. Report-out and conclusions

Part 1: Overview (10 minutes)
- Re-introductions
- Findings overview
  - Key FMA observations
- Check-in
  - How does this information resonate with the officers?
  - Does it reflect their experience?
  - What would add / omit?
  - Where would you like more research to be done?
- Transition to strategy generation by introducing:
  - 5 Blueprint for Success focus areas we’re seeking strategies
  - Internal service change vs. collaborations with community partners vs. larger policy/structures

Part 2: Small group strategy generation (25 minutes)
- Split into two groups for small discussion
  - Give participants one-pager print-out with proposed strategies, rate level of support and feasibility. (5 minutes)
  - Identify potential projects around 5 Blueprint for Success focus areas (public health, mental health, racial equity, community safety, housing/resources)
  - Solicit feedback on what’s needed to implement, comments, support

Part 3: Rate and provide feedback on ideas (15 minutes)
• Share/solicit feedback on existing strategies (sources: small group discussion, FMA 22, key informant interviews, research)
  o Strategy ideas presented around room on paper
  o Dot-voting and post-it comments to identify support by PF&R staff

Part 4: Report-out and conclusions (10 minutes)

• Reconvene
  o Solicit feedback on preferred strategies
  o Identify potential next steps toward implementation
  o Thank you + next steps

Adapted Agenda

Framework: 10 min. Overview / 30 - 60 min. Group discussion, rate and provide feedback on ideas / 5 min.

Conclusion

Part 1: Overview (10 minutes)

• Re-introductions
• Findings overview
  o Key FMA observations
• Transition to strategy generation by introducing:
  o 5 Blueprint for Success focus areas we’re seeking strategies
  o Internal service change vs. collaborations with community partners vs. larger policy/structures

Part 2: Discuss, rate, and provide feedback on ideas (30 - 60 minutes)

• Share/solicit feedback on existing strategies (sources: small group discussion, FMA 22, key informant interviews, research)
  o Give participants one-pager print-out with proposed strategies, rate level of support and feasibility.
  o Identify potential projects around 5 Blueprint for Success focus areas (public health, mental health, racial equity, community safety, housing/resources)
  o Solicit feedback on what’s needed to implement, comments, support

Part 3: Conclusions (5 minutes)

  o Solicit feedback on preferred strategies
- Identify potential next steps toward implementation
- Thank you + next steps