

Fire District

COOPERATIVE SERVICES FEASIBILITY STUDY

Clackamas County, Oregon

July 2022



Sandy
FIRE DISTRICT #72



CLACKAMAS FIRE DISTRICT #1

Clackamas
FIRE DISTRICT #1

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Our sincere appreciation is extended to each of you...

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...and each of the firefighters, officers, volunteers, and support staff who daily serve the citizens and visitors of the City of Sandy and Clackamas County, Oregon.

Introduction

In September 2021, Sandy Fire District #72 (SFD) and Clackamas County Fire District #1 retained AP Triton, LLC (Triton) to conduct a cooperative services feasibility study. The primary purpose was to evaluate various options for jointly providing fire protection, EMS, special operations, and other services that would ultimately result in greater efficiencies, cost-effectiveness, and improvements to emergency operations.

As will be shown in the following pages, AP Triton conducted a comprehensive evaluation of the current conditions of each of the fire districts, including a community town hall meeting a detailed community wide survey and interviews with both internal and external stakeholders.

The report concludes with "Section III: Future Opportunities for Cooperative Efforts." In this section, findings and recommendations are presented for each fire district, potential partnering strategies and options for shared services as well as Triton's recommendations regarding consolidation, and the financial impact of a potential merger.

When considering the current conditions, the various analyses, Triton recommends that Clackamas Fire District #1 and Sandy Fire District #72 expand their existing functional and operational partnership into an Interlocal Agreement for Clackamas Fire District #1 to assume all functions and activities, also known as "All Fire Protection and Emergency Medical Services" of Sandy Fire Protection District #72 until the elected official deems the timing for legal consolidation is appropriate.

In conclusion, AP Triton found that the employees, volunteers, and elected officials at Sandy Fire District #72 and Clackamas County Fire District #1 are dedicated to providing high-quality public safety services to their respective communities.

Section I:
OVERVIEW OF CLACKAMAS COUNTY
AND THE FIRE DISTRICTS

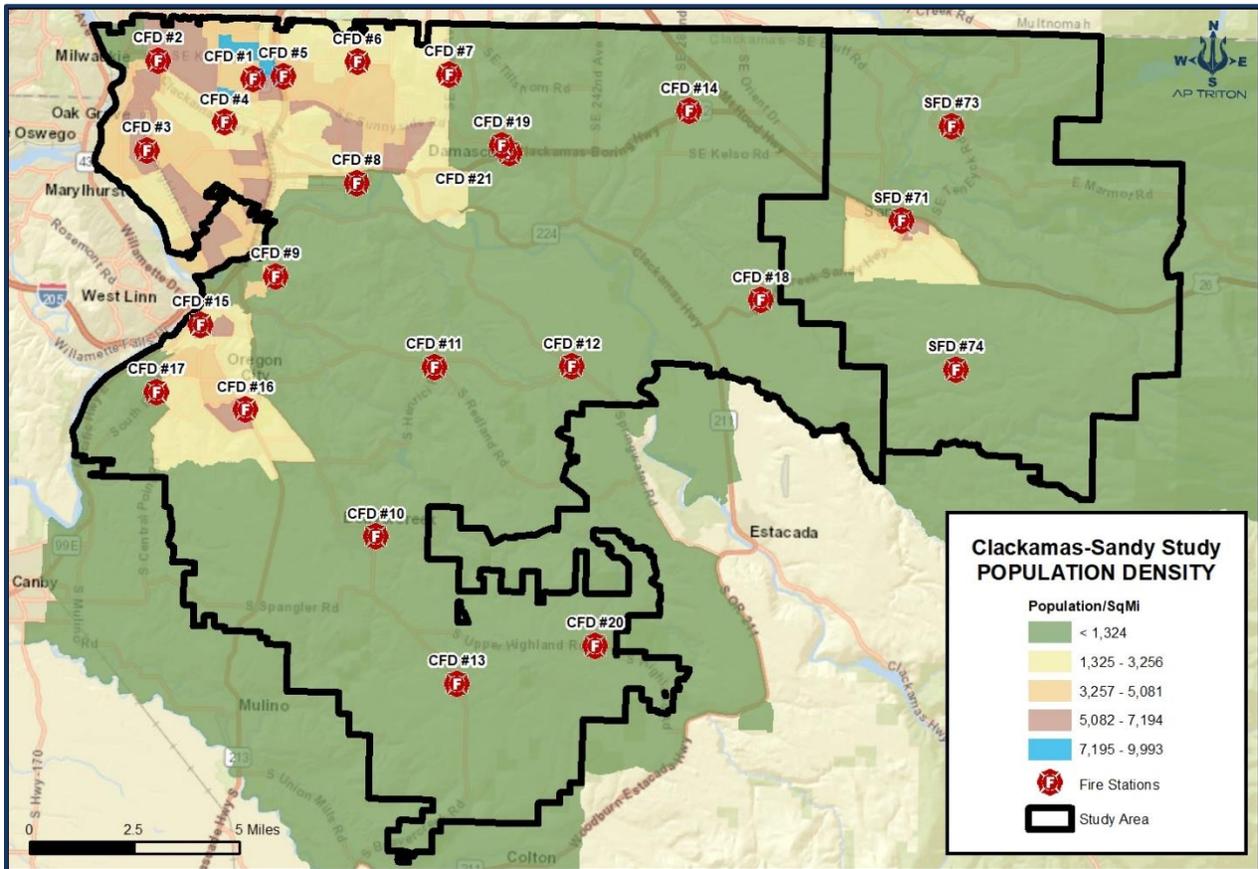
City of Sandy & Clackamas County

The following describes the basic population and demographic characteristics of the City of Sandy and Clackamas County.

Population

As of April 1, 2020, the estimated resident population of Clackamas County was 421,401 persons—about half of those reside in Clackamas Fire District #1.¹ Sandy Fire District #72 estimates that approximately 25,000 persons reside in its service area. Of those, the City of Sandy has a resident population of 11,551 persons.²

Figure 1: Population Densities of the SFD & CFD (2020)



Sandy Demographics

The population of Sandy consists of 51% males, with white persons comprising over 91%, and those of two or more races being the next highest at over 4%.³ Sandy's population has been growing at 0.71% annually and has increased by nearly 21% since 2010.⁴

The median age in Sandy is just over 36 years. About 8% of the population is under the age of 5 years, with nearly 12% age 65 years and over.⁵

The mean household income in Sandy is \$80,007, with a poverty rate of 9.5%.⁶ The median house value is \$281,300, with a 73% ownership rate.⁷ The unemployment rate in Sandy is just over 4%, with a 69% labor force participation.⁸

Clackamas County Demographics

As the fourth largest county in Oregon, Clackamas County's population consists of nearly 51% females. White persons comprise nearly 90% of the population, followed by Hispanics at 9%, and Asians at nearly 5%.⁹ The county has seen a growth of nearly 13% since 2010.

The median age in Clackamas County is nearly 42 years.¹⁰ Just over 5% of the population is under the age of 5 years, with nearly 19% age 65 years and over.¹¹

The countywide mean household income is \$106,216, with a poverty rate of 8%.¹² The median house value is \$395,100, with a 71% ownership rate.¹³ The unemployment rate in Clackamas County is nearly 5%, with a 65% labor force participation.¹⁴

Fire Districts Overview

The following section is a general description of Sandy Fire District #72, Clackamas Fire District #1, and the various components that comprise the emergency services delivery system in the region and Clackamas County.

Sandy Fire District #72

Sandy Fire District #72 celebrated its 100th anniversary in 2012. For much of its history, it had been an organization comprised primarily of volunteer firefighters and staff.

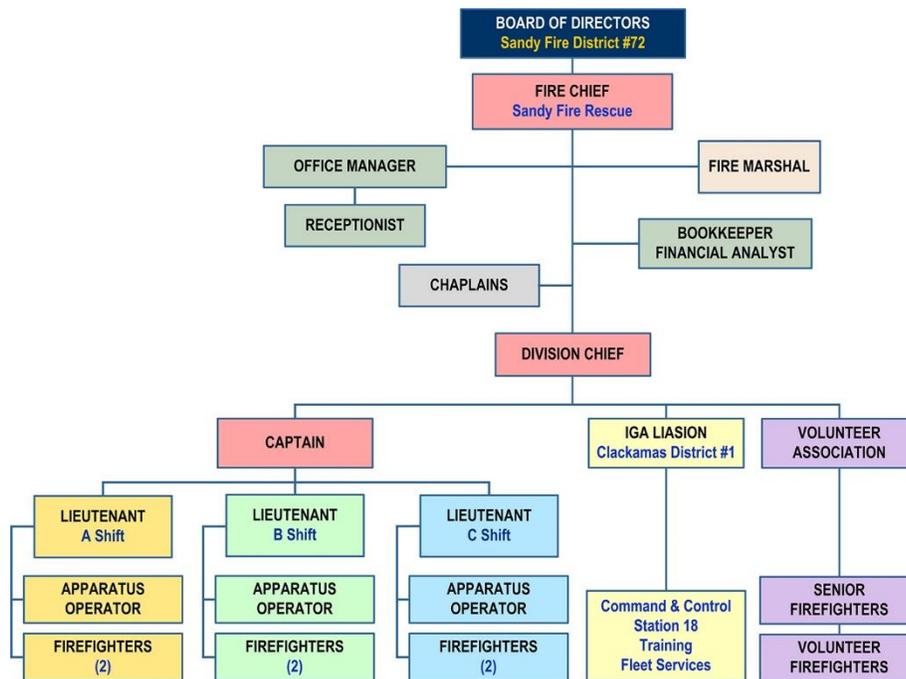


Sandy Fire District #72 comprises urban and rural communities consisting of approximately 77 square miles and lying east of Clackamas County Fire District #1. SFD shares its western boundary with CFD. The district estimates it has a resident population of about 25,000 persons.

SFD Governance & Organizational Structure

SFD is overseen by a five-member elected Board of Directors (BOD), of which one individual is appointed as Chair of the group. The Fire Chief is directly responsible to the BOD and for implementing and fulfilling its policies.

Figure 2: Sandy Organization Chart (2022)



As shown in the preceding figure, the Fire Marshal, administrative support staff, and Division Chief answer directly to the Fire Chief. The Division Chief manages both the career and volunteer operations personnel. A single Captain oversees the two shift Lieutenants, Apparatus Operators, and Firefighters.

Sandy Fire District Services

Emergency Operations

Sandy Fire District #72 provides traditional fire suppression and wildland firefighting along with medical first-response (MFR) at the Basic Life Support (BLS) and Advanced Life Support levels. SFD relies on mutual aid from CFD and other agencies for most technical rescue operations but does provide surface water and swift water rescue services.

The district also provides limited special operations that include all personnel trained in the Hazardous Materials Awareness and Operations levels. However, SFD relies on the HazMat Team from CFD and Gresham Fire & Emergency Services during significant hazardous materials incidents.

SFD deploys its apparatus and personnel from one staffed station and two unstaffed volunteer stations. In 2015, Sandy Fire District #72 was given a Public Protection Classification (PPC®) rating of 3/10W/10 from the Insurance Services Office (ISO).

Other Services

Sandy Fire District #72 conducts fire inspections, code enforcement, plan reviews, and fire and arson investigations. In addition, the district normally provides a variety of public education programs. Some are done when requested, while others have been postponed due to COVID-19.

Clackamas Fire District #1

Clackamas County Fire District #1 (CCFD1) is comprised of what used to be 12 individual prior fire departments that through mergers, consolidations, annexations, and full contracts for service, form the current fire district today, which is the second largest fire protection district in the State of Oregon.

Figure 3: Milwaukie FD (c. 1906)



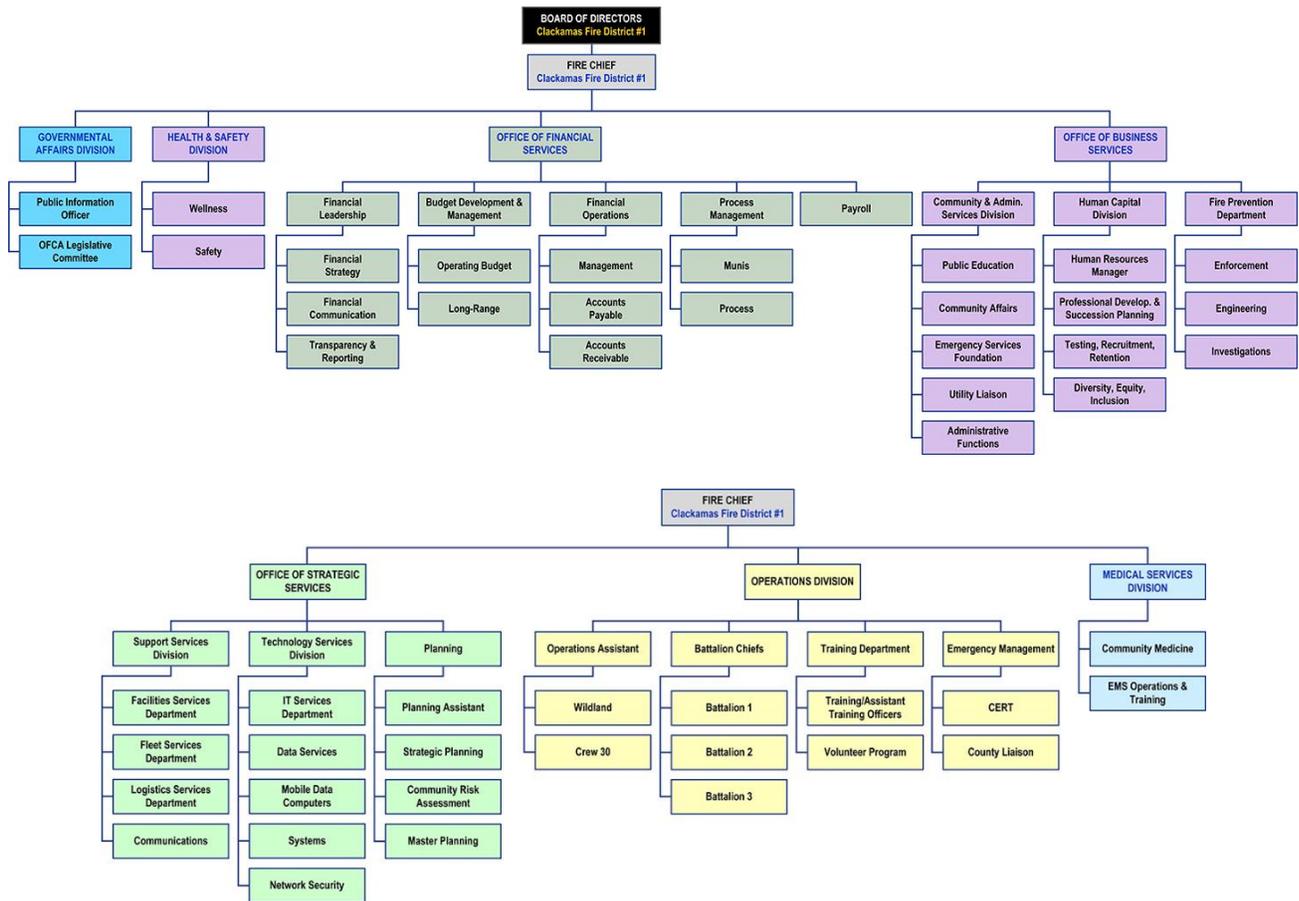
Predecessor departments that are now part of and make up CCFD1 include; Milwaukie Fire Protection District #56, Multnomah County Fire District #12, Happy Valley Fire District #65, Clackamas Fire District #71, Clackamas Fire District #54, Beavercreek Fire District #55, Oak Lodge Fire District #51, Boring Fire District #59, Clarkes Rural Fire District, and the Cities of Oregon City and Milwaukie Fire Departments. Most recently, in April 2022, the City of Gladstone Fire Department partnered with CCFD1 via a full contract for service.

The district comprises approximately 232 square miles consisting of urban, suburban, and rural areas, with an estimated resident population of 220,000 persons.¹⁵

CFD Governance & Organizational Structure

Clackamas Fire District #1 is governed by a five-member Board of Directors who oversee the Fire Chief. The district is managed by a combination of uniformed and civilian personnel who manage and supervise the various divisions and programs. The following figure shows the current accountability structure of the district.

Figure 4: Clackamas Accountability Chart—Parts 1 & 2 (2022)



The preceding figure shows that Clackamas Fire District #1 is a comprehensive organization comprised of multiple divisions and programs.

Clackamas Fire District Services

Emergency Operations

Clackamas Fire District #1 is an all-hazards public safety organization providing traditional fire protection and wildland firefighting in addition to MFR and ambulance transport at the BLS and Advanced Life Support (ALS) levels and special operations that include hazardous materials response, Urban Search & Rescue, and Water Rescue.

American Medical Response (AMR) is the primary provider for the Ambulance Service Area (ASA), while CFD serves as a subcontractor to AMR to supplement the availability of EMS transport. Clackamas Fire District #1 ambulances are staffed with two civilian Paramedics.

CFD currently deploys its apparatus, ambulances, and personnel from 17 staffed stations and three volunteer-staffed stations. CFD has been accredited through the end of 2021 by the Commission on Fire Accreditation (CFAI). CFD chose not to renew accreditation in 2022. The fire district has a Public Protection Classification (PPC®) rating of 2 from the Insurance Services Office (ISO).

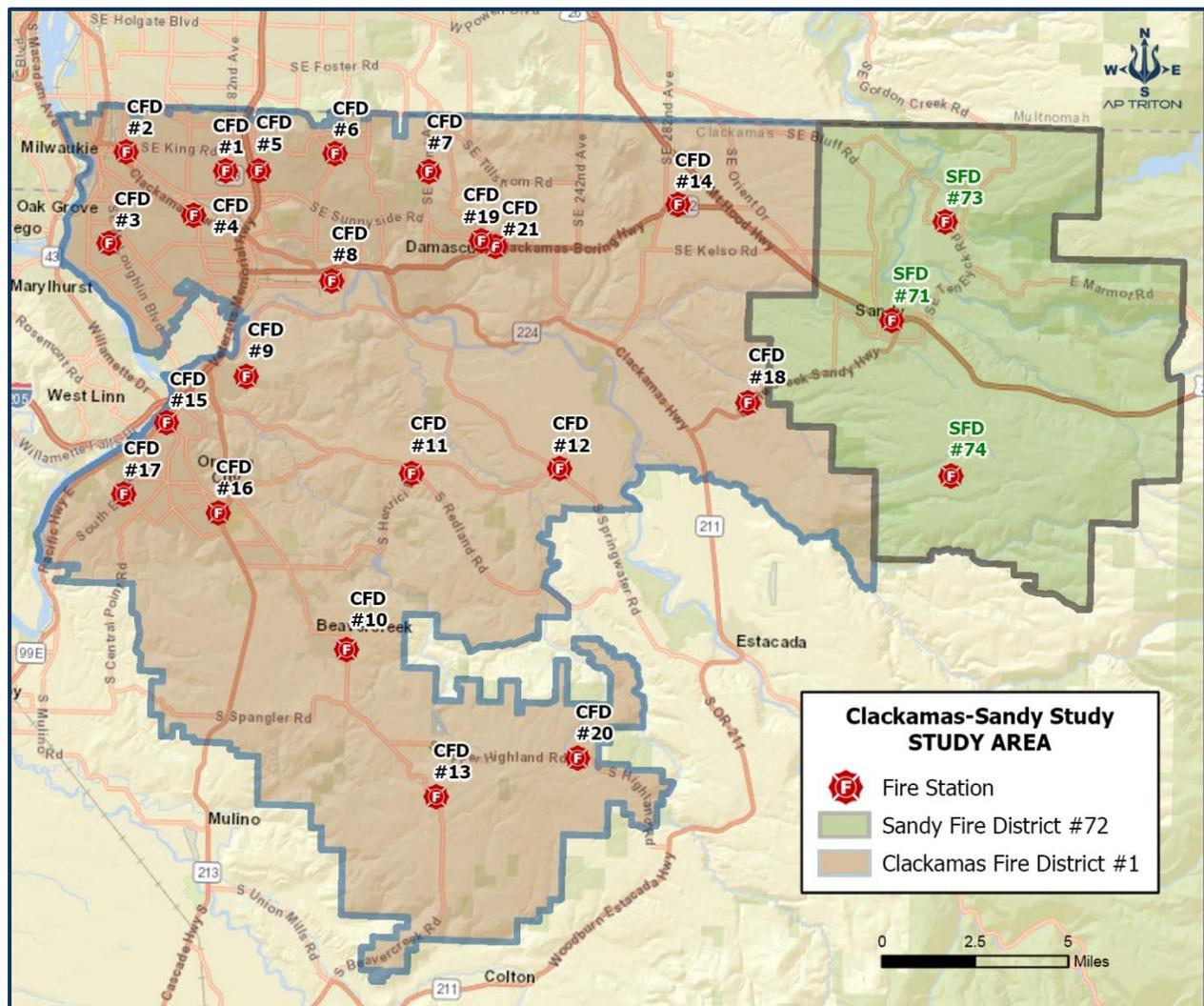
Other Services

In addition to emergency operations, Clackamas County Fire District #1 conducts fire and life safety inspections, code enforcement, plan reviews, and fire origins and cause investigations. In addition, CFD provides an assortment of public education and prevention programs through its Community Services division, ranging from smoke alarm programs to public education.

Fire District Service Areas

The following figure illustrates the study/service area boundaries of SFD and CFD, along with the locations of each of the fire stations. Combined, the two districts comprise a very large portion of Clackamas County.

Figure 5: Service-Area Boundaries of SFD & CFD (2021)



Intergovernmental Agreement between the Districts

Sandy Fire District #72 and Clackamas Fire District #1 have developed a collaborative relationship of cooperative services through a current Intergovernmental Agreement (IGA) which was most recently signed by both on July 1, 2021. The IGA allows SFD to purchase certain services and adopt specific standards and protocols developed by CFD.

The following includes a basic summary of the services provided in the IGA.

- SFD to adopt CFD's Individual Performance Standards, Company Performance Standards, and Fire Rescue Protocols.

- SFD utilizes TargetSolutions Software (TSS) for records management, including online training delivery:
 - CFD will create and deliver all training content and manage TSS data entry.
 - Training delivery will meet Department of Public Safety Standards & Training, Oregon Health Authority, and Oregon Occupational Safety & Health Administration compliance requirements.
- Joint training:
 - Volunteer training—CFD will deliver eight hours of training per month through TSS, including practical skills training.
 - Entry-level firefighter training—If CFD conducts an academy, SFD will be allocated up to three positions and up to eight volunteer recruit positions.
 - One CFD ALS engine company will be moved up to SFD's response area for training sessions.
 - CFD will maintain training records for SFD personnel.
 - SFD will pay a monthly fee to CFD for training services.
- Operations:
 - CFD will provide "Command & Control" services (i.e., Battalion Chief) on those calls in SFD requiring a chief officer response.
 - This will be done 24 hours daily.
 - SFD will pay an annual fee to CFD.
- Staffing at Eagle Creek Community Fire Station (Station 18):
 - CFD will staff the Eagle Creek Fire Station with an ALS engine for 24 hours daily.
 - This will be a three-person engine staffed with a company officer, Apparatus Operator, and Firefighter.
 - SFD will compensate CFD annually for the cost of materials and services related to operating one shift at Station 18.
- Fleet services:
 - CFD will provide full fleet services to SFD that includes service, repair, and maintenance of SFD apparatus and vehicles.
 - CFD will maintain SFD's SCBA compressor.
 - SFD will pay assorted fees for the services.

Mutual & Automatic Aid Providers

Fire department Mutual and Automatic Aid resources are available to both fire districts. Aside from the mutual aid services that SFD and CFD can provide to each other, the following fire departments and districts can provide various services.

Figure 6: Mutual Aid Fire Agencies Available to SFD & CFD

Fire Agency	Station	Location
Canby Fire District #62	Station 361	Canby, OR
Colton Rural FPD #70	Main Station	Colton, OR
Corbett Fire District #14	Main Station	Corbett, OR
Estacada Fire District #69	Station 31	Estacada, OR
Gladstone Fire Department	Main Station	Gladstone, OR
Gresham Fire & Rescue	Multiple	Gresham, OR
Hoodland Fire District #74	Station 319	Welches, OR
Lake Oswego Fire Department	Main Station	Lake Oswego, OR
Molalla Fire District #73	Main Station	Molalla, OR
Oregon Department of Forestry	Molalla	Molalla, OR
Portland Fire & Rescue	Multiple	Portland, OR
Tualatin Valley Fire & Rescue	Multiple	Multiple cities

Financial Review of the Fire Districts

General Overview

Typical of government entities, CFD and SFD use the fund accounting system to record financial transactions. Both entities incorporate a General Fund to track typical operations activity and use additional funds for special activities, such as debt service and capital expenditures. Both agencies operate from a July 1 to June 30 fiscal year.

Revenues and expenses may be divided into two main categories, recurring and non-recurring. The recurring items are expected annually and can be readily quantifiable, such as property taxes, salaries and benefits, station maintenance costs, apparatus maintenance costs, and board of directors' expenses. The non-recurring items typically are the opposite and include sales of assets, loan or lease proceeds, capital expenditures, and debt service.

Both agencies assess and receive property tax revenues as the most significant portion of their annual revenue streams. The CFD also receives funding for wildland responses, transportation response revenue, medical supplies reimbursements, GEMT revenues, grant revenues, earnings on invested funds, service contract revenues, ASA revenues, and other miscellaneous receipts. Similarly, SFD receives funding for wildland responses, interest earnings on invested cash, first aid supplies, and other miscellaneous receipts.

Sandy Fire District #72

SFD maintains six individual governmental funds, with three, the General Fund, the Apparatus and Equipment Reserve Fund, and the Land and Facility Reserve Fund being considered major funds. The General Fund serves as the District's operating fund and receives the property tax payments as its major source of funds, expending those resources for fire suppression, emergency medical, and administrative activities. The Apparatus and Equipment Reserve fund receives transfers from the General Fund and earns interest on the invested funds, accumulating the money for equipment acquisitions. The Land and Facilities Reserve Fund receives funds from the General Fund and earns interest on the invested funds, using the funds to improve the District's facilities. The McCulloch Memorial Fund receives donations that are accumulated and used to purchase medical equipment as necessary to enhance the community. Finally, the Personnel Services Reserve Fund accumulates funds from transfers to be used as the required matching amounts for grant-funded positions.

Revenues

Property Taxes

The collection of local property taxes is the single largest source of revenue for the District. Revenues generated from this source are affected by two primary components, the assessed value of the real properties taxed and the tax rate charged against that value. The value of a property is affected by the market conditions in the community. Therefore, a tax rate is applied against the assessed valuations to arrive at the revenue to accrue to the benefit of the District.

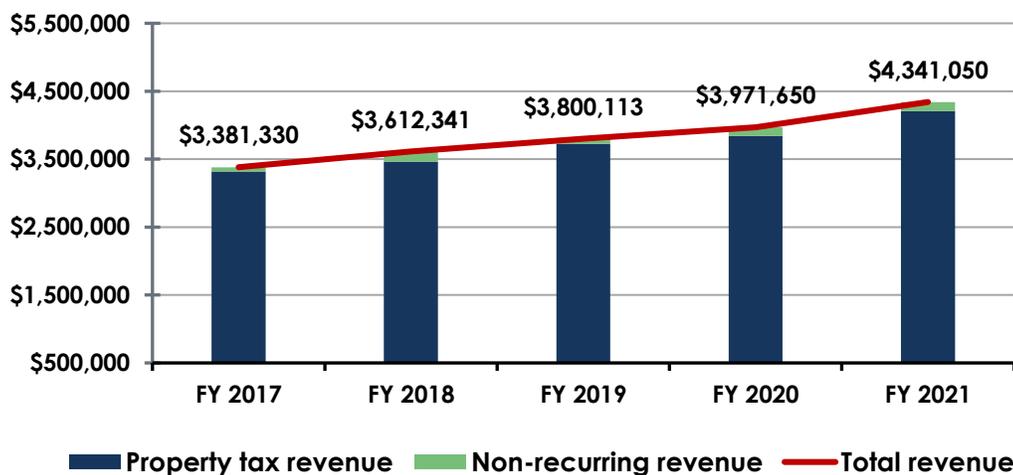
Property tax revenue includes the collections of the current assessments, collection of delinquent taxes, and interest on the delinquent taxes collected. Property tax revenues have increased from \$3,316,000 in FY 2017 to \$4,207,000 in FY 2021, a 6.7% annual increase.

Other Revenues

SFD receives additional funding from several other sources, including major response reimbursements, investment earnings, first aid supplies revenues, fees for services, CPR classes, and miscellaneous other receipts. Combined, these receipts typically contribute 3% or less of total revenues each year.

The following figure indicates the growth in property tax revenue and the unpredictable nature of the other non-recurring revenues.

Figure 7: SFD Historical Revenues (FY 2017–FY 2021)



Expenses

Recurring expenses include salaries and benefits, supplies, services, and repairs and maintenance. As expected, salaries and benefits are approximately 75% of the recurring expenses during the reviewed historical period. In addition, base salary costs increased from FY 2017 through FY 2020 and decreased slightly in FY 2021 as actual expenditures were less than the budgeted amounts in FY 2021.

Supplies include first aid supplies, office, janitorial expenses, uniforms and protective clothing, fuel, fire prevention, fire ground safety programs, and other similar expenses. This category, in total, increases, and decreases as expenditures for protective clothing and uniforms, the most expensive and significant components in the category, are purchased in cyclically.

Services include dispatch and radio services, utilities, liability insurance, and contracts for services. Contracts for services include payments to the Clackamas Fire District for command-and-control services and training assistance.

Repairs and maintenance include those expenses related to buildings and grounds, apparatus and equipment, station furnishings, SCBA, and fire hose. Apparatus and related equipment are the most significant expenditure category in this section, increasing significantly in FY 2017 and FY 2021.

Non-recurring expenditures include new furnishings for fire stations, building improvements, equipment, contingencies, and transfers to other funds.

The following figure is a historical presentation of recurring and non-recurring expenditures between FY 2017 and FY 2021.

Figure 8: SFD Historical General Fund Expenditures (FY 2017–FY 2021)

Expenses	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Salaries	1,320,587	1,496,389	1,643,339	1,896,270	1,775,278
Benefits	540,945	683,615	774,899	973,461	986,785
Salaries & Benefits:	1,861,532	2,180,004	2,418,238	2,869,731	2,762,063
Supplies	98,764	129,381	159,219	120,169	102,587
Services	405,791	423,539	569,514	483,699	627,459
Repairs & Maintenance	85,347	97,439	201,404	143,934	176,268
Recurring Expenses:	2,451,434	2,830,363	3,348,375	3,617,533	3,668,377
Capital expenditures	503,421	842,444	540,404	200,000	81,763
Non-Recurring Expenditures:	503,421	842,444	540,404	200,000	81,763
Total Expenditures:	2,954,855	3,672,807	3,888,779	3,817,533	3,750,140

Governmental agencies do not have the ability to quickly increase revenue sources during unanticipated economic turmoil caused by pandemics or other situations outside of their control. As a result, these agencies must maintain some reserve balances to manage the situation without reducing or curtailing services to their community.

SFD has historically maintained significant operating reserves as well as building capital reserves for future planned expenditures. The following figure indicates the annual cash flows from or used and the additions to and expenditures from the three major reserve funds of SFD.

Figure 9: SFD Summarized Increases & Decreases to Reserve Funds (FY 2017–FY 2021)

Revenues/Expenses	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
OPERATIONS					
Total Revenues	3,381,330	3,612,341	3,800,113	3,971,650	4,341,050
Total Expenses	2,954,855	3,672,807	3,888,779	3,817,533	3,750,140
Surplus (Deficit):	426,475	(60,466)	(88,666)	154,117	590,910
Beginning Operating Reserves	1,526,587	1,953,062	1,892,596	1,803,930	1,958,047
Ending Operating Reserves:	1,953,062	1,892,596	1,803,930	1,958,047	2,548,957
APPARATUS & EQUIPMENT					
Charges for Services	—	1,735	507	738	—
Investment Earnings	234	192	347	552	—
Sale of Surplus Assets	—	—	15,215	—	—
Transfers from General Fund	215,000	581,028	527,279	200,000	40,000
Total Receipts	215,234	582,955	543,348	201,290	40,000
Capital Outlay	583,496	126,630	219,278	603,395	—
Surplus (Deficit):	(368,262)	456,325	324,070	(402,105)	40,000
Beginning Reserve Balance	371,950	3,688	460,013	784,083	381,978
Ending Reserve Balance:	3,688	460,013	784,083	381,978	421,978
LAND & FACILITIES					
Investment Earnings	67	335	248	262	250
Grants & Contributions	250	—	—	—	—
Sale of Surplus Assets	—	—	68,910	—	—
Transfers from General Fund	265,000	—	75,000	—	—
Total Receipts	265,317	335	144,158	262	250
Capital Outlay	5,170	—	173,392	—	—
Surplus (Deficit):	260,147	335	(29,234)	262	250
Beginning Reserve Balance	74,077	334,224	334,559	305,325	305,587
Ending Reserve Balance	334,224	334,559	305,325	305,587	305,837

Clackamas County Fire District #1

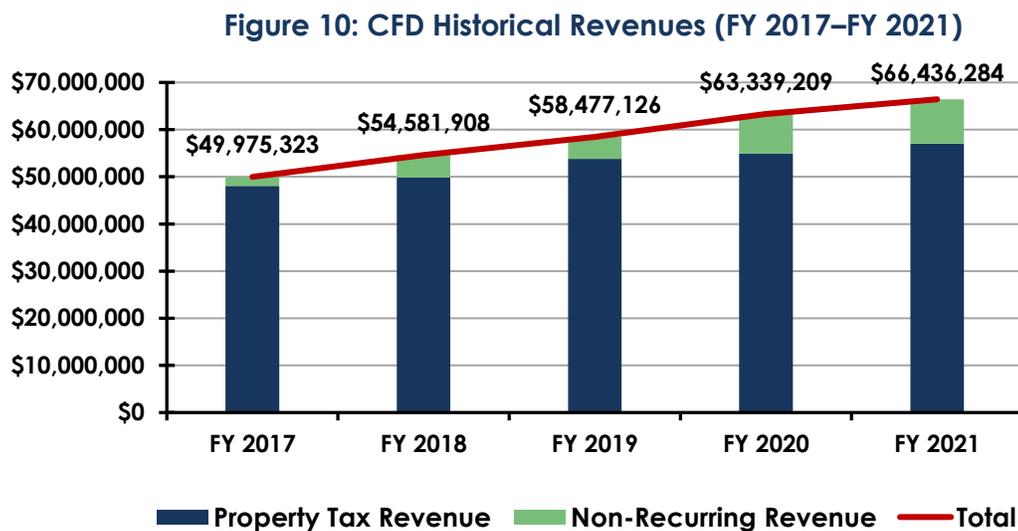
The Clackamas County Fire District #1 maintains several funds, including the General Fund, Equipment Replacement Fund, Capital Projects Fund, Enterprise Fund, Debt Service Fund, and Capital Construction Fund. The General Fund provides for the day-to-day operations of the Fire District from the resources allocated. In addition, the General Fund expends funds on administrative, emergency services, business services, debt service, and transfers to and from other funds.

Revenues

Property tax revenues provide for the majority of the revenues of the District. Property tax revenues are allocated between the General Fund for operations and the Debt Service Fund to provide payments on the District's bonded indebtedness. General Fund revenues also include interest on invested funds, revenues from service contracts with other districts such as Sandy Fire District #72, ambulance revenues, GEMT revenues, other reimbursements, and grants.

Property tax revenues have grown from \$48,046,000 in FY 2017 to \$57,025,000 in FY 2021, an 18.5% increase or 4.5% annually. The 2020 wildfires had a significant negative effect on the District with the disruption of the lives of the residents and businesses, loss of property, and the potential long-term economic loss from reduced property taxes.

The following figure provides a historical perspective of the recurring and non-recurring revenues of CFD.



Expenses

The operation of the CFD is divided into numerous components by function. As expected, combined salaries and benefits in the General Fund account for almost 90% of recurring expenditures each year. This expense has increased from \$28,383,000 in FY 2017 to \$36,328,000 in FY 2021, a 28% increase. Benefits have experienced an even more significant increase of 37% during the same period, with pension costs almost doubling in annual required contributions, being a significant portion of the increase.

Figure 11: CFD Historical Expenditures (FY 2017–FY 2021)

Expenses	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Salaries	28,383,480	31,211,385	33,479,738	34,206,883	37,598,448
Benefits	13,439,624	16,320,041	15,127,171	19,120,078	21,181,401
Salaries & Benefits:	41,823,104	47,531,426	48,606,909	53,326,961	58,779,849
Materials & Services	6,341,133	6,217,515	6,546,206	7,115,260	7,369,082
Recurring Expenses:	48,164,237	53,748,941	55,153,115	60,442,221	66,148,931
Capital Outlay	596,120	638,886	606,222	235,092	—
Debt Service	—	—	1,797,518	1,884,014	1,979,806
Transfers to Other Funds	525,000	500,000	—	—	31,704
Non-Recurring Expenses:	1,121,120	1,138,886	2,403,740	2,119,106	2,011,510
Total Expenditures:	49,285,357	54,887,827	57,556,855	62,561,327	68,160,441

Governmental agencies receive tax revenues early in the year, requiring them to manage their cash balances over twelve months effectively. Reserve balances at a “snapshot” point in time may appear to be adequate to fund shortfalls in the operation of the District, but this may be an illusion based on the date of the “snapshot.” As a result, these agencies must maintain a level of reserve balances to manage the situation without reducing or curtailing services to their community. Accordingly, the governing board of CFD has established restricted contingency reserve balances based on a defined set of calculations.

Additionally, the board has established an ending Fund Balance equal to 35% of the operational budget. At the end of FY 2021, this calculated reserve requirement should be \$21.5 million per board policy. However, the staff feels the actual balance of \$20.1 million should be marginally sufficient to fund operations when tax collections are received. The following figure indicates the annual cash flows from or used and the additions to and expenditures from the three major reserve funds of CFD.

Figure 12: CFD Summarized Increases & Decreases to Reserve Funds (FY 2017–FY 2021)

Revenues/Expenses	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
OPERATIONS					
Total Revenues	49,975,323	54,581,908	58,477,126	63,339,209	68,005,229
Total Expenses	49,285,357	54,887,827	57,556,855	62,561,327	68,160,411
Surplus (Deficit)	689,966	(305,919)	920,271	777,882	(155,212)
Beginning Op. Reserves	16,919,150	17,609,116	17,303,197	18,223,468	18,224,998
Unlocated Variance	—	—	—	(776,352)	—
Ending Operating Reserves	17,609,116	17,303,197	18,223,468	18,224,998	18,069,786
EQUIPMENT REPLACEMENT FUND					
Interest Income	4,019	2,260	2,266	3,838	2,015
Sale of Surplus Equipment	—	13,489	866,886	96,680	44,604
Transfers from Other Funds	700,872	—	—	—	231,704
Total Receipts	704,891	15,749	869,152	100,518	278,323
Capital Outlay	398,074	437,613	511,799	419,248	212,454
Transfers to Other Funds	—	—	—	322,500	—
Total Expenditures	398,074	437,613	511,799	741,748	121,454
Surplus (Deficit)	306,817	(421,864)	357,353	(641,230)	65,869
Beginning Fund Balance	565,824	872,641	477,777	835,130	193,900
Unlocated	—	27,000	—	—	—
Ending Fund Balance	872,641	477,777	835,130	193,900	259,769
CAPITAL PROJECTS FUND					
Interest Income	14,625	13,877	13,919	27,210	31,909
Loan Proceeds	392,900	—	6,969,700	—	—
Transfers from Other Funds	250,000	500,000	—	200,000	—
Total Receipts	657,525	513,877	6,983,619	227,210	31,909
Materials & Supplies	—	—	—	—	—
Capital Outlay	536,960	379,657	3,820,074	395,353	893,088
Debt Service	—	—	253,294	506,588	506,588
Transfers to Other Fund	—	—	—	—	803,000
Total Expenditures:	536,960	379,657	4,073,368	901,941	2,202,676
Surplus (Deficit)	120,565	134,220	2,910,251	(674,731)	(2,170,767)
Beginning Fund Balance	3,152,835	3,273,400	3,407,620	6,317,871	5,643,140
Unlocated	—	—	—	—	—
Ending Fund Balance	3,273,400	3,407,620	6,317,871	5,643,140	3,472,373

Figure 13: CFD Summarized Increases & Decreases to Reserve Funds (Part 2)

Revenues/Expenses	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
DEBT SERVICE FUND					
Current Year Property Taxes	1,706,618	2,156,031	2,043,149	2,148,401	2,221,131
Prior Year Property Taxes	37,591	83,959	72,452	23,147	27,829
Interest Income	3,602	6,172	10,691	7,189	15,357
Total Receipts	1,747,811	2,246,162	2,126,292	2,178,737	2,271,923
Debt Service–Principal	1,050,000	1,078,543	1,049,000	1,050,000	1,220,000
Debt Service–Interest	709,600	1,100,000	920,000	1,004,200	902,950
Total Disbursements	1,759,600	2,178,543	1,969,000	2,054,200	2,122,950
Surplus (Deficit)	(11,789)	67,619	157,292	124,537	141,367
Beginning Fund Balance	58,153	46,364	113,983	271,275	395,812
Unlocated	—	—	—	—	—
Ending Fund Balance	46,364	113,983	271,275	395,812	537,179

Financial Projections of the Fire Districts

Sandy Fire District

Revenues

The FY 2022 budget contains significant increases in property tax revenues as the County Assessor has projected 6.5–7% growth. The FY 2022 budget is constructed using a 4.5% growth rate, and this is carried forward through the FY 2027 projections. Therefore, the property tax rate is projected to remain at the current \$2.1775/\$1,000 of assessed value. Non-recurring revenues are projected to be \$50,000 annually as these revenues are not easily quantifiable.

Expenses

The FY 2022 budget forms the basis for projecting future operating costs. First aid supplies are projected to increase by 10% annually, with the remaining supply costs increasing 4% annually. Fuel is expected to increase by 25% in FY 2023 and 10% annually.

Service costs are projected to increase 5% annually. The service contract with the Clackamas Fire District is projected to increase significantly to \$670,000 in the FY 2022 budget. This dramatic increase results from contracting for expanded services, including fleet maintenance, staffing of one shift at Station 318, and training services for all career and volunteer firefighters at SFD. SFD pays for one shift of CFD employees. This cost is projected to increase at a 5% annual rate. In addition, technology programs and professional fees are projected to increase by 10% annually.

Repairs and maintenance costs are projected to increase by 4% annually. The following figure is the projected revenues, expenses, and impact on reserve balances of SFD, beginning with the FY 2022 budget and looking forward to FY 2027.

Figure 14: SFD Projected Revenues, Expenditures & Fund Balances

Revenues/Expenses	FY 2022 Budget	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
OPERATIONS						
Total Revenues	4,380,733	4,594,104	4,798,589	5,012,275	5,235,578	5,468,929
Total Expenses	5,283,845	5,151,735	5,372,150	5,603,064	5,845,030	6,098,637
Surplus (Deficit)	(903,112)	(557,631)	(573,561)	(590,788)	(609,452)	(629,709)
Begin. Reserves:	2,548,957	1,645,845	1,088,214	514,652	(76,136)	(685,588)
End. Reserves (Deficit):	1,645,845	1,088,214	514,652	(76,136)	(685,588)	(1,315,297)
APPARATUS AND EQUIPMENT						
Charges for Services	2,500	—	—	—	—	—
Investment Earnings	500	—	—	—	—	—
Sale of Surplus Assets	10,000	—	—	—	—	—
Transfers from GF	40,000	—	—	—	—	—
Total Receipts	53,000	—	—	—	—	—
Capital Outlay	268,092	—	—	—	—	—
Surplus (Deficit)	(215,092)	—	—	—	—	—
Beginning Reserve Balance	215,092	—	—	—	—	—
Ending Reserve:	—	—	—	—	—	—
LAND & FACILITIES						
Investment Earnings	300	—	—	—	—	—
Grants & Contributions	—	—	—	—	—	—
Sale of Surplus Assets	—	—	—	—	—	—
Transfers from GF	—	—	—	—	—	—
Total Receipts	300	—	—	—	—	—
Capital Outlay	306,013	—	—	—	—	—
Surplus (Deficit)	(305,713)	—	—	—	—	—
Beginning Reserve:	305,713	—	—	—	—	—
Ending Reserve:	—	—	—	—	—	—

As is evident from the preceding figure, SFD operations are not sustainable with the existing revenue structure.

Clackamas Fire District

Revenues

The Clackamas County Tax Assessor's Office estimated a 3.5% to 4% growth in property tax revenue for FY 2022. The District is projecting a 3.25% annual increase in property tax revenue in its FY 2023 budget and planning for the growth to return to its historical average of 4% going forward through FY 2027. Other non-recurring revenues are forecast to grow at a 3% annual rate using the FY 2023 budget as the base year. Statewide legislation, Measure 5, passed in 1990, limited the growth in annual assessed value of property to 3%. This measure artificially limits property value subject to taxation and creates a funding limit on general government services. Additional legislation, Measure 47/50, passed in 1996 and amended in 1997, set the property's assessed value at 90% of 1996 values, further limiting the growth of property tax revenues. These Measures have created an untaxed value (Real Market Value less Assessed Value) projected to be approximately \$14 billion. This value, applied to the District's tax rate of \$2.4852 per \$1,000 of value, yields the staggering sum of lost revenue of approximately \$35 million.

Expenses

In the middle of FY 2022, the District recognized a significant General Fund structural budget shortfall of at least \$4 million. The District implemented mid-year ongoing reductions that reduced 22 positions, materials and services, and overtime to realign expenses with available revenues. Although the District still expects to end FY 2022 with a sizeable deficit, the District is planning that the reductions will allow it to have a balanced budget in FY 2023 and a General Fund surplus by FY 2025.

The forecast assumes wage and benefit increases of approximately 5.5% in FY 2024 in accordance with collective bargaining agreements and an expected small increase in PERS rates. The remainder of the forecast assumes 2.5%-3% increases in wages and benefits, with the exception of a forecasted spike in PERS rates of 12% in FY 2026. Materials and services expenditures are expected to increase by about 9% in FY 2023 due to inflation, especially increases in fuel costs, a new IGA to provide fire protection services to the City of Gladstone, and other factors. It is expected that materials and services expenses will be constrained at 2% annual growth in the following years.

Beginning in FY 2023, the District plans to move debt service for its loan and the 130th Avenue complex mortgage into the General Fund to better clarify that these are General Fund debt obligations. Debt service related to the 2005 Pension Bond Liability will also continue to be made from General Fund proceeds. The Pension Bond Liability will be fully extinguished in FY 2028 and the \$121,000 mortgage on the 130th Avenue complex will be paid off in FY 2025.

In addition to its regular debt service payments from the General Fund, the District forecasts that it will use some of the remaining balance in the Capital Projects Fund over the next three years to make principal prepayments to retire some of its outstanding loan debt. The District also intends to resume regular transfers of \$500,000 from the General Fund to the Capital Projects Fund to support asset replacement needs beginning in FY 2025.

Figure 15: CFD Projected Revenues, Expenditures & Reserves

Revenues/Expenses	FY 2022 Revised	FY 2023 Budget	FY 2024	FY 2025	FY 2026	FY 2027
OPERATIONS						
Total Revenues	68,026,212	68,295,455	70,797,211	73,548,473	76,407,740	73,379,269
Total Expenses	71,451,794	68,295,455	71,088,327	73,481,592	76,193,748	78,098,433
Surplus (Deficit)	(3,428,582)	0	(291,117)	66,881	213,992	1,280,836
Beginning Op. Reserves	18,069,786	14,644,204	14,644,204	14,353,087	14,419,969	14,633,960
Ending Op. Reserves:	14,644,204	14,644,204	14,353,087	14,419,969	14,633,960	15,914,797
EQUIPMENT REPLACEMENT FUND						
Interest Income	10	—	—	—	—	—
Sale of Surplus	28,689	—	—	—	—	—
Other Funds Transfer	—	—	—	—	—	—
Total Receipts	28,699	0	—	—	—	—
Capital Outlay	211,685	—	—	—	—	—
Transfers to Other Funds	—	76,783	—	—	—	—
Total Expenditures:	211,685	76,783	—	—	—	—
Surplus (Deficit)	(182,986)	—	—	—	—	—
Beginning Fund Balance	259,769	76,783	—	—	—	—
Unlocated	—	—	—	—	—	—
Ending Fund Balance:	76,783	0	—	—	—	—
CAPITAL PROJECTS FUND						
Interest Income	12,000	20,000	18,000	15,000	15,000	15,000
Loan Proceeds	—	—	—	—	—	—
Other Funds Transfers	628,104	268,000	-	500,000	500,000	500,000
Total Receipts	640,104	288,000	18,000	515,000	515,000	515,000
Materials & Supplies	—	—	—	—	—	—
Capital Outlay	242,516	442,000	275,000	450,000	500,000	500,000
Debt Service	628,104	560,000	450,000	334,000	80,000	—
Total Expenditures:	870,620	1,002,000	725,000	784,000	580,000	500,000
Surplus (Deficit)	(230,516)	(714,000)	(707,000)	(269,000)	(65,000)	15,000
Begin. Fund Balance	3,472,373	3,241,857	2,527,857	1,820,857	1,551,857	1,486,857
Unlocated	—	—	—	—	—	—
Ending Fund Balance:	3,241,857	2,527,857	1,820,857	1,551,857	1,486,857	1,501,857

Figure 16: CFD Projected Revenues, Expenditures & Impact on Reserves (Part 2)

Revenues/Expenses	FY 2022 Budget	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
DEBT SERVICE FUND						
Current Property Taxes	1,998,000	2,221,000	2,276,500	2,333,400	2,391,700	2,451,500
Prior Property Taxes	18,000	29,000	30,200	31,400	32,700	34,000
Interest Income	7,000	12,000	12,500	12,500	12,500	12,500
Total Receipts	2,023,000	2,262,000	2,319,200	2,377,300	2,436,900	2,498,000
Debt Service–Principal	1,290,000	1,425,000	1,565,000	1,715,000	1,875,000	2,050,000
Debt Service–Interest	896,150	834,050	765,300	690,250	604,500	510,750
Total Disbursements	2,186,150	2,259,050	2,330,300	2,405,250	2,479,500	2,560,750
Surplus (Deficit):	(163,150)	2,950	(11,100)	(27,950)	(42,600)	(62,750)
Beginning Fund Balance	537,179	374,029	376,979	365,879	337,929	295,329
Unlocated	—	—	—	—	—	—
Ending Fund Balance:	374,029	367,979	365,879	337,929	295,329	232,579

The district's general obligation bond debt is fully backed by a separate ad valorem property tax levy that will cover all principal and interest payments until the debt is fully repaid.

Management Components

Effectively managing a fire district is a complex and expanding challenge for fire service leaders, often impacted by financial constraints, political pressures, and increasingly demanding community expectations. Today's fire service organization must address management complexities that include an effective organizational structure, setting and measuring service levels, staying abreast of new technologies and methods, evaluating and maintaining a qualified force, staff development for effective succession planning, and financial sustainability for the future.

Foundational Management Elements

Management must be based on several baseline management components in order to create an efficient and effective organization. These include a clearly stated *mission* (the fundamental purpose of an organization); a *vision* for the future (where is the organization going); and the *core values* or *guiding principles* (how will the organization treat its members as it navigates from its current state to its desired future). These fundamental elements allow organizations to evaluate the current environment in which they operate and establish strategic initiatives, goals, and objectives to move forward progressively. The need for baseline management components is especially critical for organizations studying or attempting to merge or modify their interlocal agreement.

Baseline management components are critical to any fire service organization's successful short-term and long-term planning. These, in addition to planning processes such as strategic plans and master plans, enable organizational improvements related to elements such as the creation and maintenance of policies and procedures; enhancement of internal and external communications practices; improved operational deployment; recordkeeping; and sustainable financial practices.

The next figure compares the baseline management components and planning practices of the Sandy Fire District and Clackamas Fire District.

Figure 17: Foundational Management Elements

District Mission & Goals	SFD	CFD
Mission statement adopted	Yes	Yes
Vision established & communicated	Yes	Yes
Values established	Yes	Yes
Master plan completed	No	No
Standards of cover completed	Yes	Yes
Strategic plan completed	Yes	Yes

Sandy Fire District

Mission Statement

“Sandy Fire District No. 72 is dedicated to the protection of life and property with pride and professionalism.”

Vision Statement

“We will serve and protect our community and educate and train our personnel. We invite all members of the community to join us in supporting a shared vision for the safety of our community.”

Values

“Our organizational Values are a matter of P.R.I.D.E.”

- Professional—Strive for excellence through appearance, reliability, and dependability
- Responsibility—To improve any situation or circumstance encountered
- Integrity—Be honest and accountable for actions
- Dedication—Commitment to earning and maintaining respect of the community
- Education—Encourage each individual to achieve his or her highest potential

Planning Processes

While no master plan has been completed, SFD published a strategic plan in 2015. This was updated in 2019 and adopted by elected officials. However, there is no process for periodically reviewing this document. A comprehensive review process allows for goals and objectives to be prioritized, ensures that timelines stay on track, and holds personnel assigned to tasks accountable while consistently working towards the organizational mission, vision, and core values. SFD also completed a Standards of Cover in 2018.

Clackamas Fire District

Mission Statement

“To safely protect and preserve life and property.”

Vision Statement

The following elements make up the vision of CFD:

- To maintain accredited agency status
- To utilize technology to enhance service delivery
- To dedicate ourselves to continuous improvement
- To continue to pursue alternative funding strategies
- To minimize our environmental impact
- To encourage involvement, innovation, and creativity

Values

The following elements represent the values of CFD:

- Guide our actions with integrity, courage, respect, and accountability
- Anticipate and respond to the needs of our community
- Communicate effectively and share knowledge
- Inspire leadership and develop leaders
- Model excellence in safety, health, and wellness
- Promote public education and public engagement
- Be fiscally responsible

Planning Processes

While no master plan has been completed, CFD published a strategic plan in 2020, which elected officials have not yet adopted. This plan is monitored for progress on a semi-annual basis. CFD also completed a Standards of Cover document in 2015, which is currently being updated with a goal of January 2022 for publishing. In addition, two previous feasibility studies have been completed with the Estacada Rural Fire District (2019) and the Boring Fire District (2013). Both feasibility studies are available for review on the district's website.

Internal Assessment of Critical Issues & Future Challenges

The rapidly changing environment of emergency services often leads to a complex array of critical issues and emerging challenges for organizational leaders. As a component of this study, SFD and CFD leaders were asked to identify the five critical issues facing their organizations. The following figure summarizes the issues identified by each organization to search for commonalities that could lead to more cohesive planning in the future.

Figure 18: Critical Issues Identified by the Districts

Issue	Sandy Fire	Clackamas Fire
1	Future Staffing	Increased confidence in the district's financial systems
2	Financial Stability	Improve financial transparency & reporting
3	Adequate Staffing	Diversify & enhance staff working environment
4	None Provided	Ensure the right resources arrive when needed
5	None Provided	Ensure district and community are ready and resilient

Regulatory, Policy, & Guidance Documents

Regulatory, policy, and guidance documents are vital for success in all phases of a fire organization's operations and provide a critical framework for an effective and efficient organization. These documents provide a standardized set of rules, regulations, and policies to guide appropriate behavior and accountability.

The following figure compares the regulatory documents of the two fire districts.

Figure 19: Regulatory Documents

Regulatory Documents	Sandy Fire	Clackamas Fire
SOGs available for review	Yes	Yes
SOGs regularly updated	Unspecified	Yes
SOGs used in training evolutions	Yes	Yes
District policies available for review	Yes	Yes
Internally reviewed for consistency	Unspecified	Yes
Internally reviewed for legal mandates	Unspecified	Yes
Training on policies provided	Unspecified	Yes

Based on the Intergovernmental Agreement providing training services to the Sandy Fire District by the Clackamas Fire District, CFD training SOGs are utilized by both districts for all training evolutions.

Internal & External Communication Processes

Communication within an organization and the external environment is critical in achieving an effective, efficient, and responsive fire service organization. The public expects strategic, frequent, responsive, and transparent communication from various sources in today's world. Likewise, an organization's internal members have the same expectations. Therefore, organizations that lack communication can have difficulty reaching their ultimate potential.

The following figure compares the communications methods of the Sandy Fire District and Clackamas Fire District.

Figure 20: Communication Methods

Communication Methods	SFD	CFD
Regular staff meeting	Yes	Yes
Agency intranet	Yes	Yes
Written memos	Yes	Yes
Internal newsletters	No	Yes
All-hands meetings	No	Yes
Community newsletter	No	No
District website	Yes	Yes
Social media accounts	Yes	Yes
Community surveys	No	Yes

Sandy Fire District

SFD utilizes multiple avenues of internal communications. Administrative staff meetings are held monthly. While the district does have access to the intranet, it is currently not utilized. While member newsletters and member forums (all-hands meetings) are not utilized, there is an open-door policy/statement for informal conversations with personnel, and there is a vertical communications path identified through a chain of command. However, internal written memos are utilized as needed.

External communications are accomplished by using the district's website and Facebook account. The SFD Facebook account has over 6,000 followers and appears to be updated frequently with valuable information and public safety messaging.

Clackamas Fire District

CFD utilizes multiple avenues of internal communications. Administrative staff meetings are held, but the schedule varies depending on the workgroup. A health and safety newsletter is provided to the district members. Member forums (all-hands meetings) are utilized as needed but have recently been restricted due to the COVID-19 pandemic. There is an open door policy for informal conversations with personnel, and there is a vertical communications path clearly identified through the chain of command.

External communications are accomplished using the district's website and social media accounts. The CFD Facebook account has over 30,000 followers, their Twitter account has over 27,000 followers, and their Instagram account has over 12,000 followers. In addition, all CFD social media accounts appear to be updated frequently with valuable information and public safety messaging.

Records Management

Comprehensive documentation of activities is of paramount concern for any fire service organization. Quality data is required to ensure that sound management decisions support an organization's effective and efficient operation. In addition, proper recordkeeping is essential to ensure compliance with legal mandates, regulatory mandates, and industry best practices.

The following figure compares the records management and reporting methods of the Sandy Fire District and Clackamas Fire District.

Figure 21: Records Management & Reporting

Report Type	SFD	CFD
Electronic reports	Yes	Yes
Software used-Fire	ESO	ESO
Software used-EMS	ESO	ESO
Periodic Reports to Elected Officials		
Financial reports	Monthly	Monthly
Management reports	Monthly	Monthly
Operational reports	Monthly	Monthly
Annual report produced	No	Yes
Required Records Maintained		
Incident reports	Yes	Yes
Patient care reports	Yes	Yes
Exposure records	Yes	Yes
SCBA testing	Contracted	Internal
Hose testing	Contracted	Contracted
Ladder testing	Contracted	Contracted
Pump testing	Contracted	Internal
Breathing air testing	Contracted	Contracted
Gas monitors calibrated	Internal	Internal
Vehicle maintenance	Contracted	Internal

Sandy Fire District

SFD has a process for public records access utilizing the district's website or the administrative offices. In addition, a limited amount of information is available for review on the district's website.

Clackamas Fire District

CFD has a process for public records access utilizing the district's website. At the time of this report, the CFD's business offices were closed to public access due to the COVID-19 pandemic. An abundance of information is available for review on the district's website, including a thorough monthly report.

Document Control & Security

Facilities and equipment are critical elements for any fire organization in meeting its mission and represent a significant investment of public tax dollars, necessitating proper security. In addition, the proper security of an organization's records is critical for compliance with legal and regulatory mandates.

Sandy Fire District #72

Key cards or door codes secure all SFD buildings and facilities. Except for the Roslyn Lake Substation, computers are available with incident software and are password protected. Outside of typical key locks, no additional security measures for the SFD's fleet are in place. Hard copy files are uploaded and scanned, while electronic computer files are backed up weekly.

Clackamas Fire District #1

All CFD buildings and facilities are secured utilizing Sonitrol integrated security systems. Computers are available in all fire stations with incident software. The CFD fleet is secured inside fire stations or behind gates. Hard copy files are secured in locked file cabinets and inside offices. A "3-2-1" model is utilized for electronic files resulting in three copies (two media and one offsite).

Staffing & Personnel

An organization's greatest asset is its people. Therefore, special attention must be paid to managing human resources to achieve maximum productivity while ensuring a high level of job satisfaction for the individual. Consistent management practices combined with a safe working environment, equitable treatment, the opportunity for input and recognition of the workforce's commitment, and sacrifice are key components impacting job satisfaction.

The size and structure of an organization's staffing depend on its specific needs. These needs must directly correlate to the needs and funding capacity of the community, and a structure that works for one entity may not necessarily work for another agency. This section provides an overview of SFD and CFD's staffing configuration and management practices.

Fire district staffing can be divided into two distinctly different groups. The first group is what the citizens typically recognize and is commonly known as the operations unit, which can be generally classified as the emergency response personnel. The second group typically works behind the scenes to provide the support needed by the operation's unit by providing human resources functions, training, fire prevention and code enforcement, and other non-emergent services. This unit may be identified as the administrative section. The districts maintain several distinct divisions within their structure.

Administrative & Support Staffing

One of the primary responsibilities of administration is to ensure that the operations segment of the organization has the ability and means to respond to and mitigate emergencies safely and efficiently. Therefore, an effective administration and support services system is critical to the success of a response agency.

Like any other part of an organized fire district, administration and support functions require appropriate resources to function properly. The review of administrative and support positions within an organization provides an understanding of the relative resources committed versus needed to provide these critical support functions. This review provides the agency with information to allocate administrative personnel best to provide the best level of support to the organization. The appropriate balance of administration and support compared to operational resources and service levels is critical to the success of the districts in accomplishing their mission and responsibilities.

Typical responsibilities of the administration and support staff include planning, organizing, directing, coordinating, and evaluating the various programs within the organization. This list of functions is not exhaustive, and other functions may be added. It is also important to understand that these functions do not occur linearly and occur concurrently. This requires the Fire Chief and administrative support staff to focus on many different areas simultaneously. In addition, a couple of positions at SFD have dual responsibilities, such as the Board Secretary also functions as the Office Manager and the Fire Investigator is combined with the Plans reviewer function.

Sandy Fire District #72

SFD is a comparably smaller fire district when compared to CFD and shares a contiguous border with CFD. However, SFD provides similar services to CFD related to Fire Suppression, EMS at the paramedic level, a plans inspection position, and a Fire Investigator.

SFD shift assignments currently utilize one Captain, two Lieutenants and nine Firefighter/Paramedics covering three shifts. Additionally, SFD Battalion Chief coverage is provided through an Interlocal Government Agreement (IGA) with CFD.

Of the career firefighters, one Captain and one Lieutenant are certified as EMT-Intermediates, one of the Lieutenants is a Paramedic, and the remaining nine Firefighters are Paramedics, for a total of 10 Firefighter/Paramedics.

There are also 26 volunteer firefighters consisting of 16 Firefighter/EMTs, three of whom are Emergency Medical Responders and four who are sole firefighter responders.

The following figure lists the Administration and organizational structure of the fire district.

Figure 22: SFD Staff Positions

Position Title	Qty.
Chief	1
Division Chief	1
Fire Inspector	1
Office Manager	1
Receptionist PT	1
Firefighter/Paramedics	9
Lieutenant Firefighter/EMT	2
Lieutenant Firefighter/Paramedic	1
Volunteers	26

Administrative & Support Staffing

SFD's administrative support staff consists of an office manager who provides services as the Board Secretary and a part-time receptionist. The typical responsibilities of the administrative support position are found in SFD's job description, which indicates that the work involves responsibility for supervising all office staff and providing secretarial services to the Fire Chief, and relieving the Fire Chief of important administrative details. The position is tasked with the exercise of initiative, independent judgment, discretion in screening calls, visitors, and mail, answering and disposing of requests for information, and in general, public relations activities. It is an important position for this organization.

Typical responsibilities of the administration and support staff include planning, organizing, directing, coordinating, and evaluating the various programs within the organization. This list of functions is not exhaustive, and other functions may be added. It is also important to understand that these functions do not occur linearly and occur concurrently. This requires the Fire Chief and administrative support staff to focus on many different areas simultaneously.

A couple of positions have dual responsibilities, such as the Office Manager also functions as the Board Secretary, and the Fire Investigator is combined with the Plans Reviewer function to improve the efficiencies of this district.

Staff Allocation to Functions & Divisions

SFD staff allocated to administration and operations with its multiple subsets of Fire Suppression, Paramedicine, and Special Operations support the Mission and Vision Statement of the organization.

There are mutual aid agreements with surrounding jurisdictions to assist SFD in managing emergency responses in their district, especially with CFD with a mutual aid response agreement and several IGAs for firefighter staff and equipment support on significant alarms. Mutual aid departments include Hoodland Fire District, Corbett Fire Department, Estacada Fire District, and the Oregon Department of Forestry.

SFD staffing has remained relatively stable in overall numbers, with an increase of career firefighter staff from nine in 2018 to 12 in 2019. This resulted in a change of three per shift to four per shift. However, during the same period, there was a reduction of Division Chief positions from two to one and a drop in the volunteer firefighter staff from 39 to 26 volunteers.

There is a delicate balance shifting from the primary and essential volunteer responders to increasing the number of career staff with assigned on-duty, cross-trained paramedics meeting the increased response demands of the district.

Staff Scheduling Methodologies

Career Firefighters/Paramedics and line officers work a 52.85-hour work week on a three-shift schedule on an A, B, and C shift rotation in an FLSA work period of 28 days. Built into the collective bargaining agreement (CBA) are days called Kelly Days to decrease work hours, limiting overtime hours, and the number of Kelly Days per year are scheduled at 7 days per firefighter per year. Part-time firefighters staff Station 71 and Station 74 as scheduled sleepers and respond to alarms as dispatched. Station 73 has been designated as a storage facility at this time. Administrative staff, including the Chief and the Division Chief, work a basic 40-hour workweek, and there is a part-time Fire Inspector who is also the plans reviewer for SFD working a 24-hour workweek.

Current Operations Staffing

Primary responses in the District utilize on-duty staff from Station 71, with mutual aid assistance from adjoining districts on large event fires and special operation events. Much of the mutual aid resources are received from CFD but also from surrounding fire jurisdictions as necessary. Station 18 (Eagle Creek) closest to the border of the two fire districts is staffed with a three-person crew that staff an ALS engine for 24 hours daily. Staffing is creative in that CFD staffs the station with CFD personnel and SFD compensates CFD for the cost of one shift. The result of this agreement allowed Station 18 staff to convert from 40 hours weekly to 24 hours daily.

Fire Stations

SFD deploys its primary apparatus and personnel from its Headquarters Station, staffed predominantly by career personnel, and there is one volunteer station and one unstaffed volunteer station. Headquarters Station 71 houses several pieces of apparatus and a minimum of three Firefighter/Paramedics on duty per shift. The remaining two stations are Station 73, utilized primarily for storage, and Station 74, staffed with scheduled volunteer firefighter sleepers.

Distribution of Career & Volunteer Operations Staff

Career Members are assigned to Station 71, cross staffing the apparatus and paramedic unit. Station 71 is considered the Headquarters station housing the Chief and administrative staff. In addition, there are volunteers assigned to and respond from Stations 71 and 74 based on demand for service.

Volunteer Firefighters

Volunteer Firefighter Recruitment and Retention is an ongoing and continuous effort to promote the district's needs, attract qualified community members, and community safety.

Recruitment of community members to be a part of the fire district requires some enhancements to compel community members to volunteer, complete the necessary training and provide sustained services to the community. Currently, the district provides the training, ongoing training, uniform, and staffing schedule for those volunteers participating in the volunteer firefighter program.

Compensation for services provided by volunteer members is in the form of a Length of Service Award Program (LOSAP) program adopted by SFD. The LOSAP programs are one method of recruiting and retaining volunteer firefighters, although money is not the general motivator to attract and retain volunteers.¹⁶

Station assignments for the volunteer firefighters are primarily located at Stations 71 and 74, with a sleeper shift rotation supplementing the career staff responses to emergency calls for service in the fire district. In addition, other volunteers can and do respond to the Headquarters Station to support the career firefighter responders.

These volunteer programs provide an opportunity for community members to participate in the safety of their community. Whether they desire a career in the fire service or wish to serve their local community, this practical experience is priceless by developing the skills and knowledge necessary to succeed in the fire service, either as a volunteer or career firefighter.

Clackamas Fire District #1

Staffing & Personnel

The district has one Fire Chief, two Assistant Chiefs, five Division Chiefs, one Administrative Battalion Chief, and one Administrative Captain. In addition, there are six Fire Inspectors, Plan Reviewers, and one Public Educator. One of the Administrative BCs oversees Public Information and media platforms, and an Administrative Captain is responsible for EMS Training.

Staff Scheduling Methodologies

Firefighters and fire officers work a 27-day Fair Labor Standards Act (FLSA) Work Period for 52 work hours per week. Currently, the firefighters work an A, B, and C shift for a 52-hour work period. Built into the collective bargaining agreement (CBA) are days called Kelly Days to decrease work hours, limiting overtime hours, and the number of Kelly Days per year are scheduled at 12 days per firefighter per year.

On January 19, 2022, Triton was advised that Clackamas Fire will be moving to a four-platoon model "D-Shift" with 15 debit days that the employees are required to "pay back" annually. This modification and its impact on future agreements related to shared services options were not analyzed.

CFD administrative staff positions are listed in the next figure.

Figure 23: CFD Administration & Support Staff

Position Title	Quantity
Fire Chief	1
Deputy Chiefs	0
Assistant Chiefs	2
Division Chiefs	5
Administrative Battalion Chiefs	1
Administrative Captains	1
Administrative Lieutenants	0
Fire Inspectors	6
Plan Reviewers	2 (combined)
Public Educators	1
Public Information Officer	1 (combined)
Fire Investigators	6 (combined)
On-shift Investigators	0
Fire Marshal	1
DFM Lieutenant	2
DFM Captain	2

Operational Staffing

The organization is the second largest fire district in Oregon, with more than 220 career personnel, including Battalion Chiefs, Captains, Lieutenants, Engineers, Paramedics, Firefighter/EMTs, and four single-role Paramedics. As of this report, there are 12 probationary trainee Firefighters.

Figure 24: CFD Operations Staff

Position Title	Quantity
Assistant Chiefs (operations only)	0
Deputy Chiefs (operations only)	0
Battalion Chiefs	11
Captains	17
Lieutenants	42
Engineers/Apparatus Operators	65
Firefighter/Paramedics	44
Firefighters/EMTs	25
Firefighter Trainees/Probationary	12
EMS Single Role EMR	0
EMS Single Role EMT	0
EMS Single Role Paramedic	4
Total Uniformed (sworn) Career Staff:	220
Total non-uniformed personnel	47
Total volunteers	66
Total part-time staff	0
Total of All Staff:	333

Volunteer Operations Staff

CFD has a robust volunteer firefighting responder program. They assume various roles in the organization's response to emergencies in the community. In addition, volunteers are relied on heavily to work alongside career personnel in the daily performance of the fire district's mission.

There are several levels of volunteer participation available to include Suppression, Rehabilitation, Water Tender operations, Command Bus operations, and Chaplains, to name a few volunteer duties.

Suppression Volunteers are trained and equipped to respond to emergency scenes and perform firefighting and other emergency response activities. They regularly fight fires, provide emergency medical care, and fire prevention activities. Whether you desire a career in the fire service or wish to serve your local community, this practical experience is priceless in developing the skills and knowledge necessary to succeed in the fire service.

Support Volunteers play a critical role in providing service to the community. They provide the necessary support to meet the district's mission by engaging in various functions and roles, including Rehabilitation response and support, Water Tender response, Command Bus response, and Chaplaincy services.

The Rehab Volunteers perform support operations for emergency scenes by providing incident rehabilitation services in addition to first aid, fire prevention duties, public relations, and other specialized emergency scene support functions. The rehab apparatus is called to respond to all working fires and other special call incidents.

These volunteers also provide incident response on the Mobile Command bus and are dispatched on every second alarm or greater incident. In addition, the Volunteer Water Tender Operators offer a specialized service of responding and operating Water Tender Apparatus only. These volunteers respond to all fires and incidents within and outside the fire district in areas where hydrants are unavailable.

Clackamas Fire has a dedicated contingent of non-denominational Chaplains available for response to critical events. District Chaplains offer a "ministry of presence" to assist families, patients, and victims in their time of need. In addition to fulfilling their duties to the members of their congregations, these community volunteers are on call to provide comfort, support, and guidance to those who have experienced harm or loss due to fire, catastrophic occurrences, or medical emergencies. Chaplains are available 24 hours daily for response to incidents, firefighters, and citizens.¹⁷

Figure 25: CFD Volunteer Firefighters

Position Title	Quantity
Firefighters/EMR	0
Firefighters/EMT	41
Firefighters/Paramedic	2
Resident Firefighter	0
EMS Single Role EMR	0
EMS Single Role EMT	0
EMS Single Role Paramedic	0
Others: Support/ Rehab	17
Others: Support/ Water Tender	4
Others: General Support	2

Administrative Staff

The administrative staff provides the support necessary to manage, along with the Chief and staff. A district of this size and the operational demands of CFD necessitate the staff size to manage the administrative responsibility of this fire district.

Administrative & Support Staffing

CFD's administrative support consists of a large support staff, including an Executive Assistant who assumes the responsibility as the Office Manager and Board Secretary. In addition, the support staff includes management analysts, an information technology position, program specialists, and technicians totaling 45 individuals whose work activities and tasks are found in their job descriptions. These positions are responsible for the district's inner workings that the general public does not typically see, unlike the operations division, which provides the visible part of the department operations in fire suppression, EMS, and technical rescue.

Typical responsibilities of the administration and support staff include planning, organizing, directing, coordinating, and evaluating the various programs within the organization. This list of functions is not exhaustive, and other functions may be added. It is also important to understand that these functions do not occur linearly and occur concurrently. This requires the Fire Chief and administrative support staff to focus on many different areas simultaneously to manage a district of this size.

There are several associated positions, including an Athletic Trainer, Custodian, Emergency Manager, Medical Assistant, and one Logistics Assistant.

Figure 26: CFD Administrative Staff

Position Title	Quantity
Management Analyst	11
Information Technology Technician	2
Executive Assistant	1
Administrative Assistant	0
Office Manager*	1
Board Secretary*	1
Billing Specialist/Assistant	0
Program Specialists	11
Technicians	18

*Combined with Executive Assistant

Fire District Comparisons

Both fire districts have served their respective fire districts with a strong emphasis on public safety, education, EMS, and fire response to the multiple requests for services, including special operations demand such as technical rescue. The district size differential is obvious as CFD has the size and resource depth for a district of that complexity, square miles, and population. SFD is closely associated with CFD related to the use of Clackamas Fire District #1's SOPs/SOGs and many other Interlocal Governmental Agreements (IGA) providing compatibility, both operationally and administratively.

The following figure compares each district's staffing by position.

Figure 27: Comparison of Administration & Other Support Positions

Position	Sandy Fire District #72	Clackamas Fire District #1
Fire Chief	1	1
Deputy Chief	0	0
Assistant Chief	0	2
Division Chief	1	5
Administrative Battalion Chiefs	0	1
Administrative Captains	0	1
Administrative Lieutenants	0	0
Fire Inspectors (Inspectors)	1	6
Plans Reviewers	Combined w/Inspector	2 (combined)
Public Educators	0	1
Public Information Officer	0	1 (combined)
Fire Investigators	Combined w/Inspector	6 (combined)
Investigators on Shift	0	0
Fire Marshal	1 (part-time)	1
DFM Lieutenant	0	2
DFM Captain	0	2
Total Positions:	5	22

Operations for the fire districts are compared in the following figures.

Figure 28: Comparison of Operations Positions

Position	SFD	CFD
Assistant Chief-Operations	0	0
Deputy Chief-Operations	0	0
Battalion Chiefs	IGA with CFD	10
Captains	Currently Testing	18
Lieutenants	3	42
Engineer/Apparatus Operators	0	65
Firefighter Paramedics	9	44
Firefighters/EMTs	0	25
Firefighter Trainees/Probationary	0	12
EMT Single Role EMR	0	0
EMS Single Role EMT	0	0
EMT Single Role Paramedic	0	4
Total Positions:	12	220

Figure 29: Comparison of Non-Uniformed Administrative Support Staff

Position	SFD	CFD
Management Analyst	0	11
Information Technology Technician	0	2
Executive Assistant (EA)	0	1
Administrative Assistant	0	Combined w/EA
Office Manager (OM)	1	Combined w/EA
Board Secretary	Combined w/OM	0
Billing Specialist/Assistant	0	0
Bookkeeper	0	0
Receptionist (PT)	1	0
Program Specialists	0	11
Technicians	0	18
Associate Positions	0	5
Total Positions:	2	48

Associate positions consist of Athletic Trainer, Custodian, Emergency Manager, Medical Assistant, and Logistics Assistant.

Volunteer Firefighters are an important component of providing emergency services, augmenting the career staff, and providing functions necessary to support an operation that is important to the success of a district that may not necessarily use the resources of a career firefighter. For example, functions such as fire operations ground support in the form of rehab, driving the command bus to the emergency scene, transporting water in water tenders to areas lacking fire hydrants, and other similar functions.

The following figure demonstrates the strength of each fire district's volunteer forces.

Figure 30: Comparison of Volunteer & On-Call Positions

Position	SFD	CFD
Fire Chief	0	0
Assistant Fire Chief	0	0
Deputy Chief	0	0
Battalion Chief	0	0
Captain	0	0
Lieutenant	0	0
Firefighter	4	0
Firefighter/EMR	3	0
Firefighter/EMT	19	41
Firefighter/Paramedic	0	2
Resident Firefighters	0	0
Volunteer Support/Rehab	0	17
Volunteer/Support Water Tender	0	4
Chaplains	2	2
Total Positions:	28	66

Each fire district provides necessary support services to the operational staff and the Community. Therefore, the organization's size determines the number of support staff positions necessary to ensure an effective and efficient organization.

The following figure demonstrates the support comparison and services provided to the employees between the two districts, followed by a narrative of some of the similar services.

Figure 31: Comparison of Services Provided

Activities	SFD	CFD
Management Analyst	No	Yes
Information Technology Technician	No	Yes
Executive Assistant (EA)	No	Yes
Administrative Assistant	No	Yes
Human Resources	Yes	Yes
Office Manager (OM)	Yes	Yes
Board Secretary	Yes	EA
Billing Specialist/Assistant	No	No
Bookkeeper	Yes	No
Receptionist (PT)	Yes	No
Program Specialists	No	Yes
Technicians	No	Yes
Associate Positions	No	Yes
Wellness Division	No	Yes
Labor Agreements	Yes	Yes
Job Descriptions	Yes	Yes
Personnel Records Management	Yes	Yes
Discipline Process	Yes	Yes
Counseling Services–EAP	Yes	Yes
Application and Recruitment Process	Yes	Yes
Testing, Measuring, & Promotional Process	Yes	Yes
Volunteer Membership Retention	Yes	Yes
Volunteer Firefighters	Yes	Yes

Labor Agreements

SFD and CFD Firefighters have collective bargaining agreements (CBA) similar in construct and effect on the firefighters. SFD's current labor contract is a part of Local 1660 Tualatin Valley Firefighters Union. CFD Firefighters and eligible members are represented by Clackamas County Firefighters Local 1159. Although the bargaining agreements are similar in many fundamental ways, the CBA for CFD has several additional provisions affecting wages and hours of work for specifically identified portions of the labor group, such as vacation schedules for the 24, 40, and 42-hour workforce covered under this current agreement. The term of the Clackamas CBA is July 2021 to June 2024 and for Sandy Fire District 72 is July 2019 to June 2022.

On January 20, 2022, Triton was advised that SFD local 1660 had voted to be represented by CFD Local 1159.

Utilization of Career & Volunteer Staff

Both fire districts incorporate the services of Volunteer firefighters. Firefighters in the Clackamas Fire District are assigned to Station 12, station 13, and Station 21 on a rotating schedule. These assignments are defined response assignments when activated during an alarm. Assignments include assisting the career staff in certain fire ground operations, including fire suppression or rescue activities. Some, but not all, volunteers are qualified as suppression firefighters and the remainder act as ground support for emergency operations. SFD has 26 volunteer firefighters assigned to Stations 71 and 74 as sleepers during the evening hours, regularly scheduled, and are used as responders supplementing the career staff response.

Both entities use a LOSAP program as one incentive to recruit and retain these essential community members. For some, it is a pathway as a career firefighter with their respective agency. The other method to recruit and retain volunteers is through specific assignments such as rehab, driving the command bus, chaplaincy, driving water tenders, operate fire engines, and specific shift assignments keeping their interest and focus. SFD offers the training and opportunity for volunteers to operate engines.

Human Resources Functions

Human resources play an essential part in any agency maintaining and managing the personnel issues of the district from hiring, payroll, personnel file management, discipline, and other critical functions. Therefore, both districts have Human Resources (HR) services with available policies providing guidelines as to the role and responsibilities of the HR functions. In addition, CFD has an extensive set of HR policies outlining HR functions within the district.

CFD has a Wellness Division tasked with the health and physical safety of the firefighters and staff through the scheduling of periodic medical physicals and other health-based injury prevention and injury management. CFD has addressed these health care issues by maintaining a staffed Health Care & Wellness Division, providing some in-house medical services, and outside contracted healthcare providers.

Job Descriptions

Job descriptions are available from both agencies. Job descriptions serve as a guideline for the Firefighter, fire officer, or other district personnel to describe their particular duties and for the supervising personnel to measure performance or other evaluation applications to the employee and district.

In the fire service, there is much crossover of job descriptions from agency to agency, including a job analysis with the essential elements of the job following NFPA Standards found in NFPA 1582, Standard on Comprehensive Occupational Medical Program for Fire Departments, (2018) Chapter 9 (9.1).¹⁸ Many of the SFD job descriptions for operational personnel were updated around 2021, as were the Clackamas job descriptions. Of the two sets of job descriptions, Clackamas is more detailed with the addition of the essential elements of the positions and are available in their downloads as requested for this project.

Personnel Records

Each fire district securely archives personnel records, including injury and accident reports and medical and exposure records. In addition, personnel records, including discipline, medical, and fire district administrative records, are maintained within their respective Human Resources administrative divisions.

SFD personnel and health-based files are confidential and held in locked files maintained by the Office Manager, and there is, at this time, no software program managing these files. Performance evaluations and injury and accident records are kept in hard copy. Additional files maintained are health exposure records, and all are stored in a locked file.

CFD manages its health and exposure records through EMR, locked filing cabinets, a secure online folder, and personnel files through Munis Shared Drive and SharePoint via HR staff.

Disciplinary Processes

SFD's disciplinary processes are found in the CBA, Article 7, and its Civil Service Commission. CFD's disciplinary process is also located in the CBA, Article 9, and the Civil Service Rules for Clackamas Fire District #1.

Counseling Services

Counseling and EAP services are offered to each member of their respective organization, managed by their HR personnel. Much of the EAP services are provided by Public Safety EAP for SFD members, and CFD uses the services of Reliant Behavioral Health (all, plus retirees) and Oregon Public Safety EAP (career only).

Application & Recruitment Processes

Each district has an aggressive application and recruitment process found on its websites. SFD posts opportunities on its job board.¹⁹ CFD opportunities are found on its website as well.²⁰

Testing, Measuring, & Promotional Processes

Each agency has functional testing, measuring, and promotional methods using internal resources and a time-tested and validated method. For example, new hire testing utilizes the National Testing Network.²¹ Promotional testing is guided by internal policies, the CBA, and Civil Service resources.

Capital Facilities, Apparatus, & Equipment

Trained personnel, apparatus and vehicles, firefighting and emergency medical equipment, and fire stations are the essential capital resources necessary for a fire district to carry out its mission. No matter how competent or numerous the firefighters are, if appropriate capital equipment is not available for operations personnel, it would be impossible for either of the fire districts in this study to deliver services effectively. The essential capital assets for emergency operations are facilities, apparatus, and other emergency response vehicles.

Clackamas Fire District #1 Capital Facilities & Apparatus

This section of the report assesses the respective capital facilities, vehicles, and apparatus of Sandy Fire District #72. Since CFD conducted a previous study—published in June 2019—that addressed its inventory of facilities and apparatus, the district elected not to include an inventory of its fire stations and apparatus in this study.

Fire Station Features

Fire stations play an integral role in delivering emergency services for several reasons. A station's location will dictate response times to emergencies to a large degree. A poorly located station can mean the difference between confining a fire to a single room and losing the structure or survival from sudden cardiopulmonary arrest. Fire stations also need to be designed to adequately house equipment and apparatus and meet the needs of the organization and its personnel.

Fire station activities should be closely examined to ensure that the structure is adequate in size and function. Examples of these functions can include the following:

- Kitchen facilities, appliances, and storage
- Residential living space and sleeping quarters for on-duty personnel (all genders)
- Bathrooms and showers (all genders)
- Training, classroom, and library areas
- Firefighter fitness area
- The housing and cleaning of apparatus and equipment; including decontamination and disposal of biohazards
- Administrative and management offices, computer stations, and office facilities
- Public meeting space

In gathering information from the four fire districts, Triton asked Sandy Fire District #72 to rate the condition of their fire stations using the criteria from the next figure.

Figure 32: Criteria Utilized to Determine Fire Station Condition

Excellent	Like new condition. No visible structural defects. The facility is clean and well maintained. The Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction match the building's purposes. Age is typically less than ten years.
Good	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear on the building interior. Roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction match the building's purposes. Age is typically less than 20 years.
Fair	The building appears structurally sound with a weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Showing increasing age-related maintenance but with no critical defects. Age is typically 30 years or more.
Poor	The building appears to be cosmetically weathered and worn with potentially structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and concrete crumbling on the apron may exist. The roof has evidence of leaking or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance or major defects are evident. It may not be well suited to its intended purpose. Age is typically greater than 40 years.

Sandy Fire Stations

The following section provides a general overview of the facilities and fire stations at SFD. The figures list specific details of each of the district's three fire stations based on the information provided and Triton's walk-through at each station.

The next figures illustrate the various features of each of SFD's fire stations.

Figure 33: SFD Station 71

Address/Physical Location:		17460 Bruns Ave., Sandy, OR 97055				
	General Description:					
	Station 71 is the headquarters station. Originally built in 1965, remodeled in 1981, and then again in 2018, this station is in excellent condition. One bedroom is utilized as a "quiet room," and another by a member with a service dog. The station is fully ADA-compliant and features a full commercial kitchen, exercise room, recreation/movie room, and training room. Offices and meeting rooms are also in this facility.					
Structure						
Date of Original Construction	1965; remodeled in 1981 & 2018					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Excellent					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	5		
ADA Compliant	Yes					
Total Square Footage	16,284					
Facilities Available						
Sleeping Quarters	10	Bedrooms	0	Beds	0	Dorm Beds
Maximum Staffing Capability	10					
Exercise/Workout Facilities	Yes					
Kitchen Facilities	Yes					
Individual Lockers Assigned	Yes					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	Yes					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	Yes					
Security System	Yes					
Apparatus Exhaust System	Yes					

Figure 34: SFD Station 73

Address/Physical Location:		13120 SE Ten Eyck Rd., Sandy, OR 97055				
	<p>General Description: Known as the “Roslyn Lake Station,” directly across the street, the property was a human-made recreational lake, which has subsequently been drained. This facility is used by the Clackamas County Sheriff for restroom resources and report writing. SFD meets at this location for water rescue incidents and training. This station is equipped with a kitchen and houses a parade apparatus, interface engine, and ATV.</p>					
	Structure					
Date of Original Construction	1973					
Seismic Protection	No					
Auxiliary Power	Yes					
General Condition	Fair					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	2		
ADA Compliant	Yes, except for shower facilities					
Total Square Footage	2,136					
Facilities Available						
Sleeping Quarters	0	Bedrooms	0	Beds	0	Dorm Beds
Maximum Staffing Capability	No					
Exercise/Workout Facilities	No					
Kitchen Facilities	Yes					
Individual Lockers Assigned	No					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	No					
Safety & Security						
Station Sprinklered	No					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	No					
Security System	Yes					
Apparatus Exhaust System	Yes					

Figure 35: SFD Station 74

Address/Physical Location:		24545 SE Firwood Rd., Sandy, OR 97055				
	General Description:					
	<p>This station is currently staffed by volunteers three days a week. It is ideally located in the WUI and is the only station in the area. It has four dorm room-style sleeping areas, ADA-compliant bath and shower amenities, and a separate restroom for women. It has a separate office space. On this property is a fire Conex for training and a shared fire prevention trailer for use in the school system.</p>					
Structure						
Date of Original Construction	1997					
Seismic Protection	Yes					
Auxiliary Power	Yes					
General Condition	Good					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0		
ADA Compliant	Yes					
Total Square Footage	4,614					
Facilities Available						
Sleeping Quarters	0	Bedrooms	0	Beds	4	Dorm Beds
Maximum Staffing Capability	4					
Exercise/Workout Facilities	No					
Kitchen Facilities	Yes					
Individual Lockers Assigned	No					
Bathroom/Shower Facilities	Yes					
Training/Meeting Rooms	Yes					
Washer/Dryer	Yes					
Safety & Security						
Station Sprinklered	No					
Smoke Detection	Yes					
Decontamination/Bio. Disposal	No					
Security System	Yes					
Apparatus Exhaust System	Yes					

Figure 36: SFD Station 71 Annex

Address/Physical Location:		17459 Bruns Ave., Sandy, OR 97055					
	General Description:						
	This is an annex of the headquarters station. It serves primarily as a training room with occasional community meetings, with a capacity of 50. It is equipped with a central meeting area, audiovisual capabilities, a full kitchen, three storage areas, an ADA-compliant bathroom, heating, AC, and generator.						
Structure							
Date of Original Construction	1970s; remodeled in 2000s						
Seismic Protection	No						
Auxiliary Power	Yes—generator						
General Condition	Good						
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	0			
ADA Compliant	Yes—except for the path to the ramp						
Total Square Footage	Unknown						
Facilities Available							
Sleeping Quarters	0	Bedrooms	0	Beds	0	Dorm Beds	
Maximum Staffing Capability	N/A						
Exercise/Workout Facilities	No						
Kitchen Facilities	Yes						
Individual Lockers Assigned	No						
Bathroom/Shower Facilities	Bathroom only						
Training/Meeting Rooms	Yes						
Washer/Dryer	No						
Safety & Security							
Station Sprinklered	No						
Smoke Detection	No						
Decontamination/Bio. Disposal	No						
Security System	Keyed/fobbed						

Clackamas Fire Stations Discussion

As mentioned previously, CFD operates 21 fire stations, of which 17 are staffed with career personnel, three are unstaffed with volunteer personnel, and one is completely unstaffed.

Collective Inventory of the Fire Stations & Facilities

The following figure lists the inventories and features of the SFD and CFD.

Figure 37: Combined Fire Station Inventories (2021)

Fire District	No. of Staffed Stations	No. of Unstaffed Stations	Apparatus Bays	Staffing Capacity	Total Square Footage
Sandy	1	2	10	14	23,034
Clackamas ^A	17 ^B	3	57	146	190,305
Totals:	18	5	67	160	213,339

^ABased on data from a previous study in 2019. ^BIncludes one station without career or volunteer staff.

The current combined fire station inventory includes 18 staffed fire stations, five unstaffed volunteer stations, and 54 apparatus bays with a maximum staffing capacity of at least 160 personnel and possibly more.

Capital Apparatus & Vehicles Inventory

A thorough review of each fire district's fleet inventories is especially important if some type of merger or enhanced partnership is implemented. For example, in the event of some type of annexation or merger, the fire districts would likely result in a merger of apparatus inventories and other equipment. As a result, firefighters may not be familiar with the operation, features, and equipment carried on a particular apparatus, which originally may have been from one of the other fire districts.

Apparatus must be sufficiently reliable to transport firefighters and equipment rapidly and safely to an incident scene. In addition, such vehicles must be properly equipped and function appropriately to ensure that the delivery of emergency services is not compromised. For this reason, they are expensive and offer minimal flexibility in use and reassignment to other emergency services missions.

As a part of this study, Triton requested that each fire district provide a complete fleet inventory (apparatus, command and support vehicles, specialty units, etc.). As with the fire stations, CFD felt it was unnecessary to assess its current fleet because of a recent study. Therefore, the section will include limited information regarding CFD's fleet.

Sandy Fire District #72 Fleet

For each vehicle listed, SFD was asked to rate its condition utilizing the next figure's criteria.

Figure 38: Criteria Used to Determine Apparatus & Vehicle Condition

Evaluation Components	Points Assignment Criteria	
Age:	Based on the in-service date, one point for every year of chronological age.	
Miles/Hours:	One point for every 10,000 miles or 1,000 hours	
Service:	1, 3, or 5 points are assigned based on service type received (e.g., a pumper would be given a 5 since it is classified as severe duty service).	
Condition:	This category considers body condition, rust interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.	
Reliability:	Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average; while a 1 would be assigned to a vehicle in the shop on average of once every three months or less.	
Point Ranges	Condition Rating	Condition Description
Under 18 points	Condition I	Excellent
18–22 points	Condition II	Good
23–27 points	Condition III	Fair (consider replacement)
28 points or higher	Condition IV	Poor (immediate replacement)

The following figure lists the current inventory of SFD's frontline fleet.

Figure 39: SFD Frontline Fleet Inventory (2021)

Unit	Type	Manufacturer	Year	Condition	Features
Engines (Types 1 & 3)					
Engine 371	Type 1	Pierce	2021	Excellent	1500 gpm/750 gal.
Engine 372	Type 1	Pierce Arrow	2018	Excellent	1250 gpm/750 gal.
Engine 373	Type 3	Pierce	2007	Fair	1250 gpm/750 gal.
Engine 374	Type 1	Pierce	2007	Good	1250 gpm/750 gal.
Wildland/Tenders/Other Apparatus					
Brush 371	Type 6	Chevrolet	2005	Excellent	400 gallons
Brush 374	Type 6	Ford 550	2020	Excellent	400 gallons
Tender 371	Tender	Western Star	2019	Excellent	1250 gpm/2750 gal.
Tender 374	Tender	Freightliner	1996	Fair	500 gpm/2500 gal.
Rescue 371	Rescue	Freightliner	1999	Fair	—
Command/Staff Vehicles					
Chief 370	Staff	Ford	2018	Excellent	Assigned to Chief
Chief 372	Staff	Ford	2018	Excellent	Assigned to DC
Utility 371	Staff	Ford Pickup	2010	Excellent	Assigned to FM

As shown in the preceding figure, most of SFD's apparatus are in "Excellent" or "Good" condition, with Engine 373, Water Tender 374, and Rescue 371 considered to be in "Fair" condition.

SFD Fleet Maintenance

Most of SFD's fleet maintenance is completed through an agreement with CFD and its Fleet Services. Warranty work on apparatus is usually done through Hughes Fire Equipment.

Clackamas Fire District #1 Fleet

The CFD Emergency Operations Division is organized into three battalions. Battalion 1 (East Battalion), Battalion 2 (North Battalion), and Battalion 3 (South Battalion).

The following figures list the stations, apparatus, and staff assigned to each battalion. The “Wildland” columns include Type 3 and Type 6 apparatus. The “Other” column includes ambulances, water tenders, special operations apparatus, watercraft, and other miscellaneous vehicles.

Figure 40: CFD Battalion 1 (East) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 7	1	0	0	0	0	3
Station 14 (HQ) ^A	1	0	3	0	0	3
Station 18	1	0	1	1	0	3
Station 19	1	0	0	5	0	3
Station 21	0	0	0	1	0	(V)
Totals:	4	0	4	7	0	12

^ABattalion Chief quarters. (V) = Volunteers.

Figure 41: CFD Battalion 2 (North) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 1	1	0	0	0	2	3
Station 2	1	0	0	1	0	3
Station 3	1	0	0	3	0	5
Station 4 (HQ) ^A	0	1	0	1	0	4
Station 5	0	0	0	1	0	4
Station 6	1	0	1	0	0	3
Station 8	1	0	0	0	0	3
Totals:	5	1	1	6	2	25

(V) = Volunteers. ^ABattalion Chief quarters.

Figure 42: CFD Battalion 3 (South) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 9	1	0	1	0	0	3
Station 10	1	0	4	0	0	3
Station 11	1	0	2	0	0	3
Station 12	1	0	2	0	0	(V)
Station 13	1	0	1	0	0	(V)
Station 15	1	0	0	0	0	3
Station 16 (HQ) ^A	0	1	0	2	0	6
Station 17	1	0	0	0	0	3
Station 20	0	0	1	0	0	(V)
Totals:	7	1	11	2	0	21
Grand Totals:	16	2	16	15	2	58^B

^AABC quarters. ^BTotal includes three Battalion Chiefs. (V) = Volunteers

Combined Fire District Fleets Inventory

The following figure lists the approximate totals of the frontline apparatus currently in service at each fire protection district.

Figure 43: Combined Apparatus Inventory of SFD & CFD (2021)

Fire District	Engines ^A	Trucks	Wildland	Other
Sandy Fire District #72	3	0	3	3
Clackamas Fire District #1	16	2	16	15
Totals:	19	2	19	18

^ARepresents Type 1 engines only.

Service Delivery & Performance

Historical Workload

System response workload is an important factor in determining the number of resources (stations, apparatus, and personnel) needed to provide the desired level of service. Higher service demands can tax resources and result in diminished response time performance. The following figures show the response workload for each agency over the requested data period of 2018 to June 30, 2021.

Figure 44: SFD Response Workload History

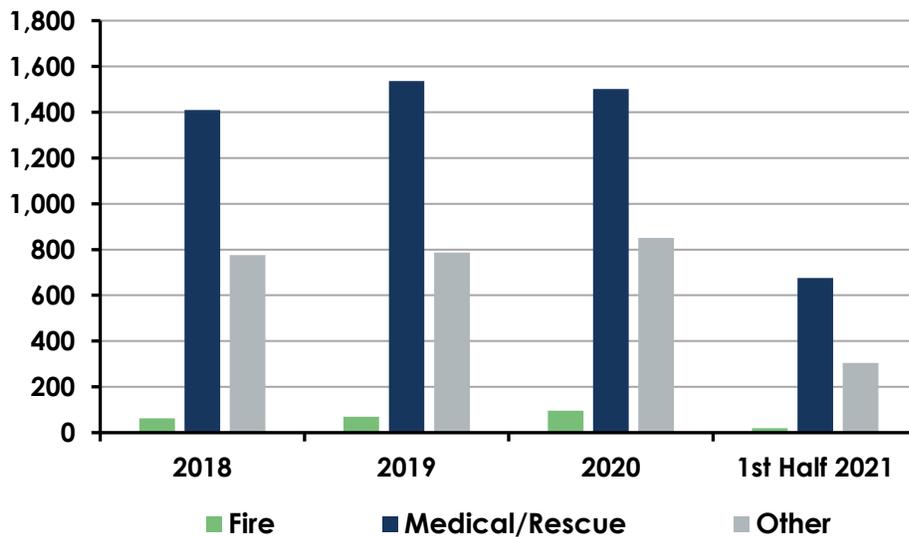
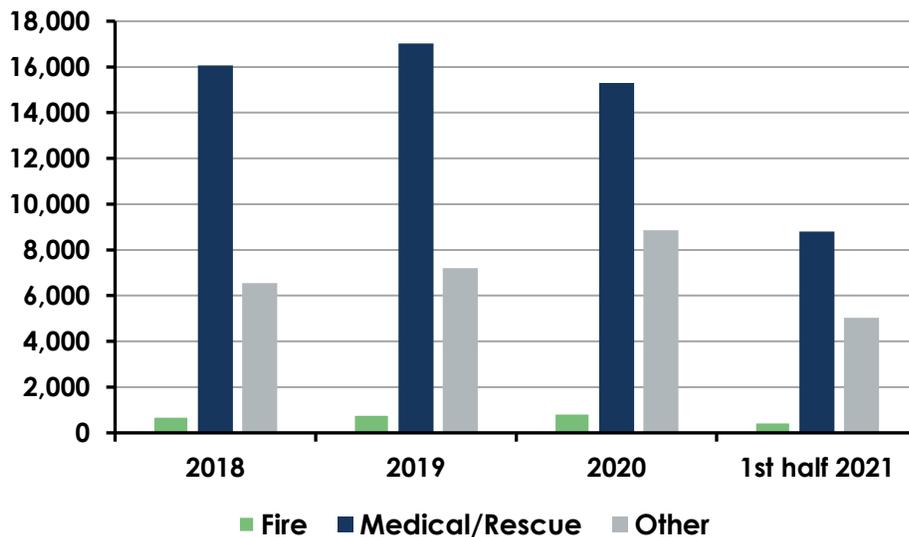


Figure 45: CFD Response Workload History



As expected, EMS incidents comprise the majority of calls for each fire district.

Temporal Analysis

A review of incidents by time reveals when the greatest response demand occurs. The following figures show how activity and demand change for each of the agencies based on measures of time. The following figure shows response activity by month. There is some variation by month. For example, for both agencies, the busiest month is August.

Figure 46: Response Workload by Month—SFD (2018–2020)

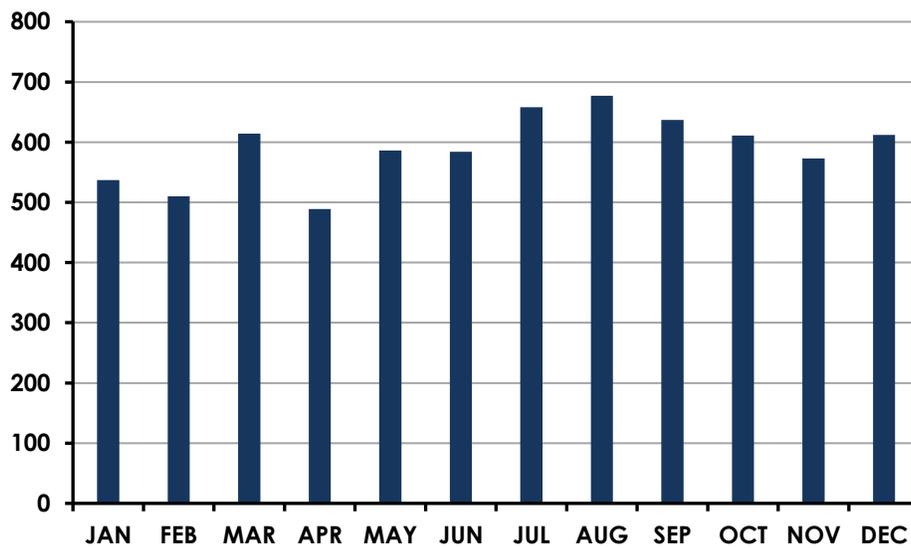
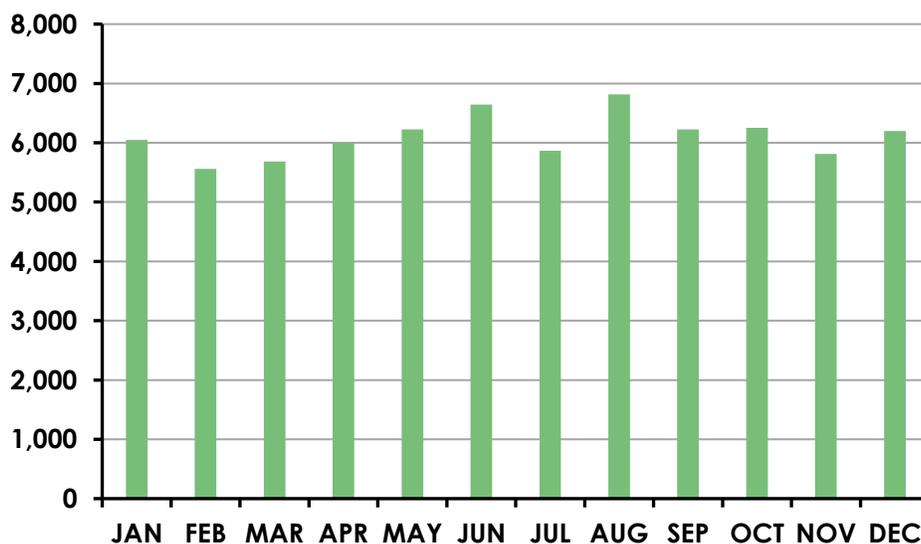


Figure 47: Response Workload by Month—CFD (2018–2020)



Next, the response workload is compared by day of the week. Again, there is a little variation in response workload by weekday. For both agencies, the busiest day is Fridays.

Figure 48: Response Workload by Day of Week—SFD

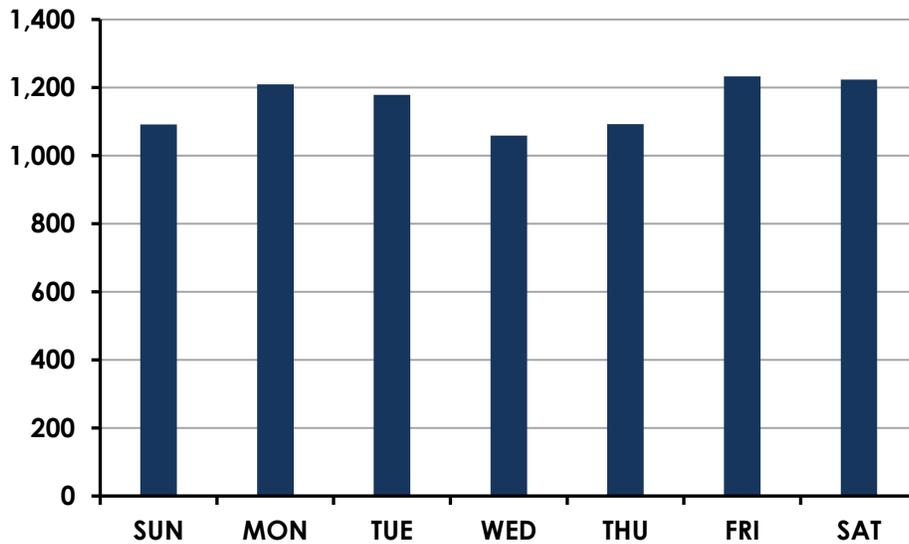
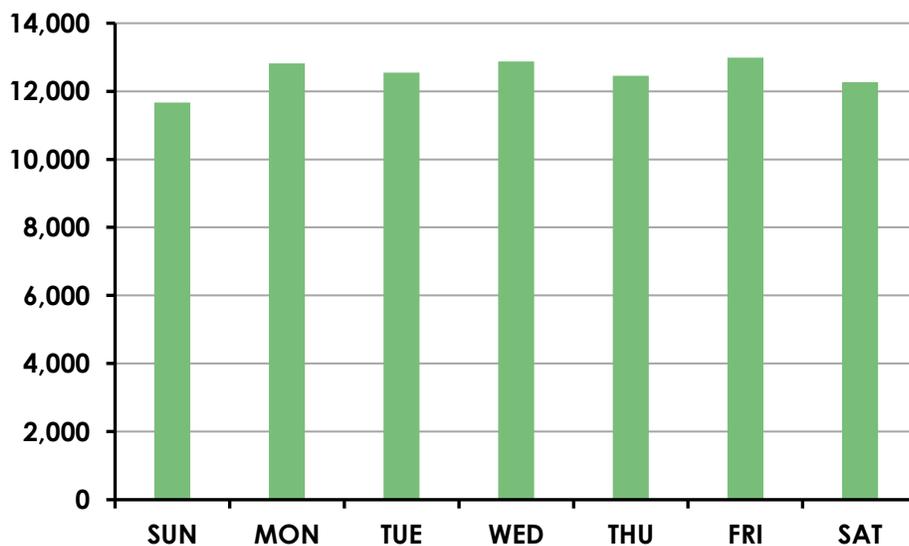


Figure 49: Response Workload by Day of Week—CFD



Incident activity by hour of the day always shows significant variation. Response workload directly correlates with the activity of people, with workload increasing during daytime hours and decreasing during nighttime hours.

Figure 50: Response Workload by Hour of Day—SFD

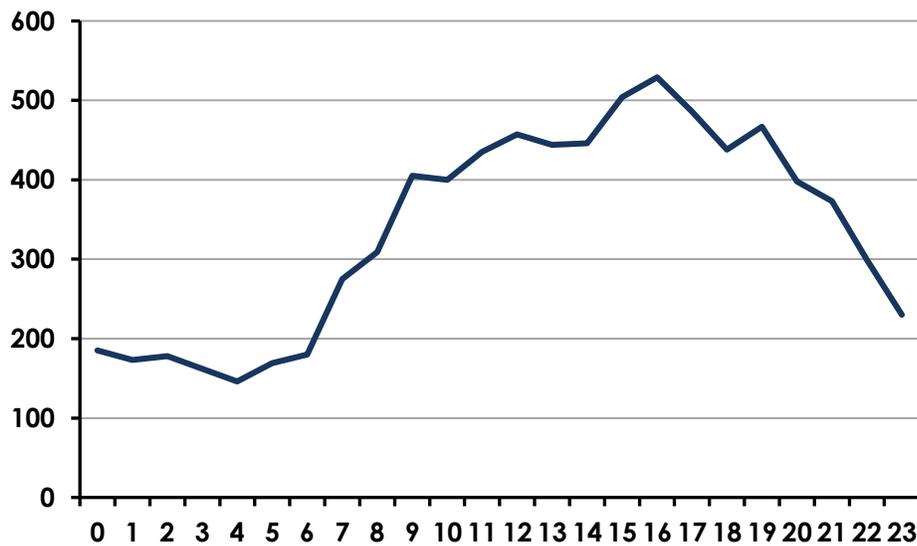
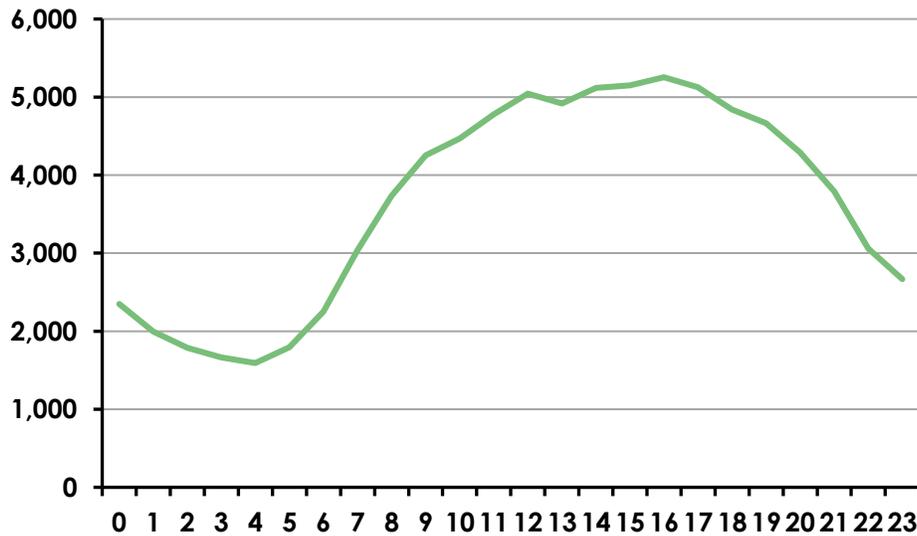


Figure 51: Response Workload by Hour of Day—CFD



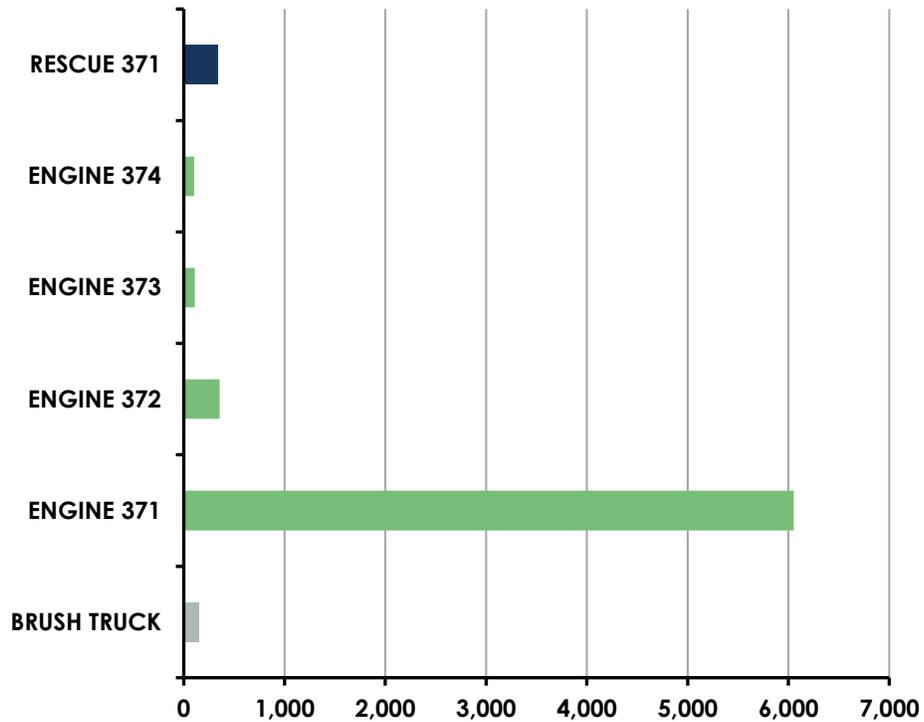
Unit Workload Analysis

Response unit workload impacts response performance. The greater the utilization of a response, the greater the likelihood it will be unavailable for an incident in its primary service area. Although fire stations and response units may be distributed to provide a quick response, that level of performance can only be obtained when the response unit is available in its primary service area.

Response Unit Workload

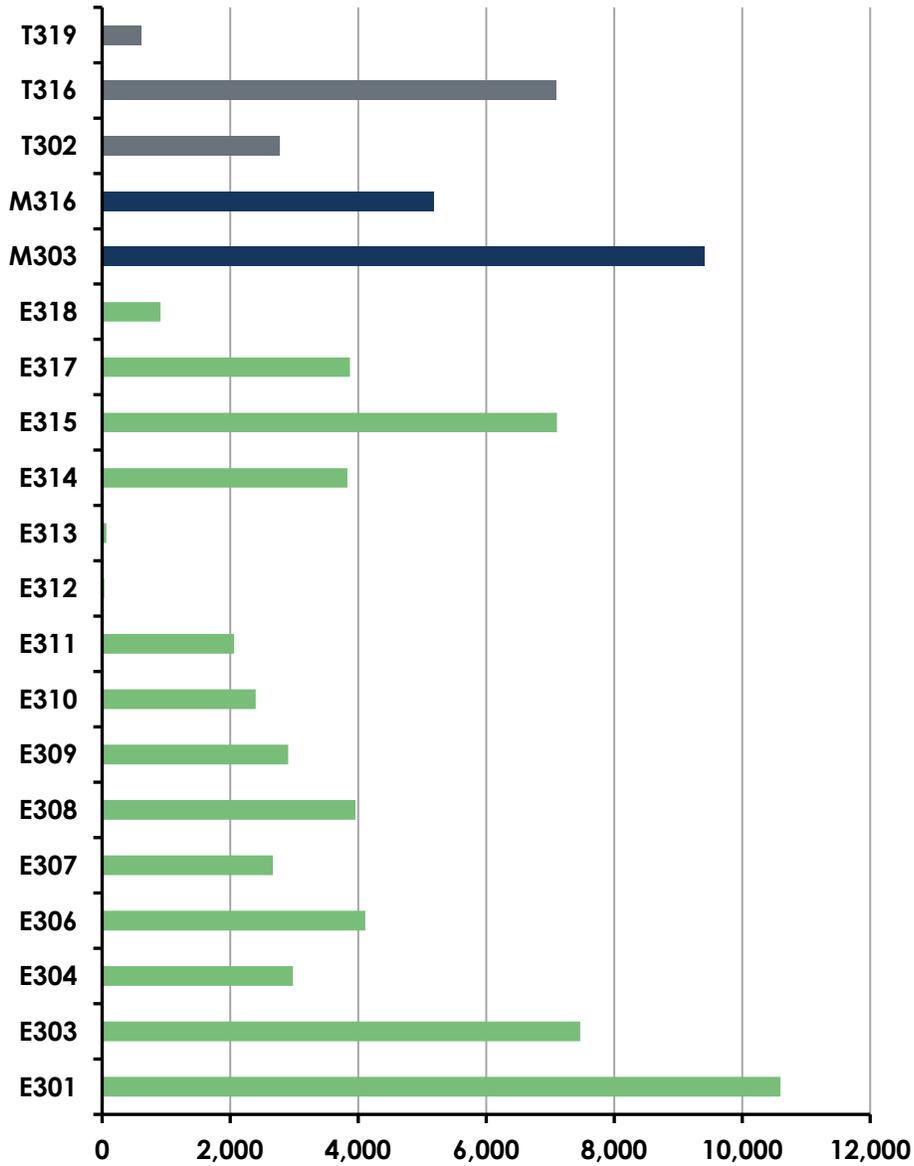
The workload on individual response units for each district is shown in the following figures. Individual response unit workload can be greater than the workload in its home station area. Many incidents, such as structure fires, require more than one response apparatus and other vehicles. For SFD, the busiest unit is Engine 371, as it is the only staffed apparatus.

Figure 52: Responses by Unit—SFD



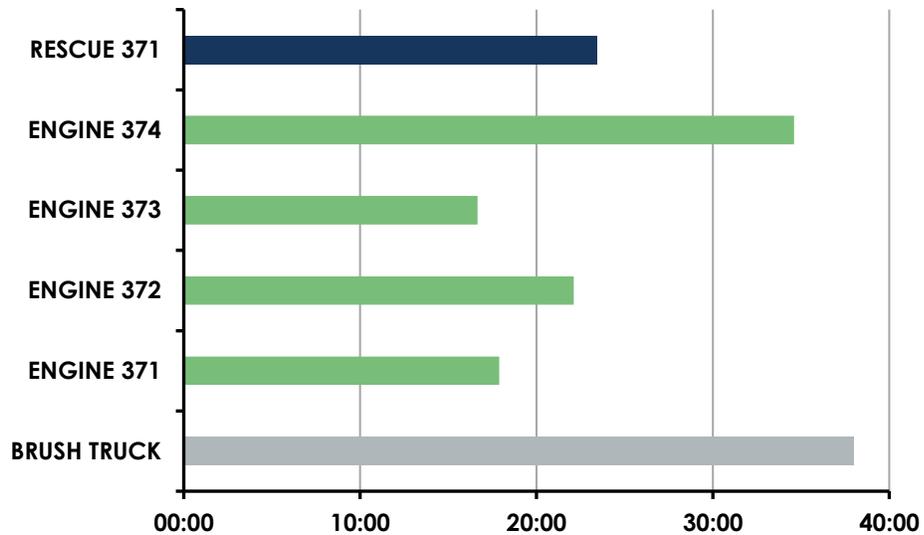
For CFD, the medic units are the busiest type, but several engines are also busy. The busiest Truck is Truck 316.

Figure 53: Responses by Unit—CFD



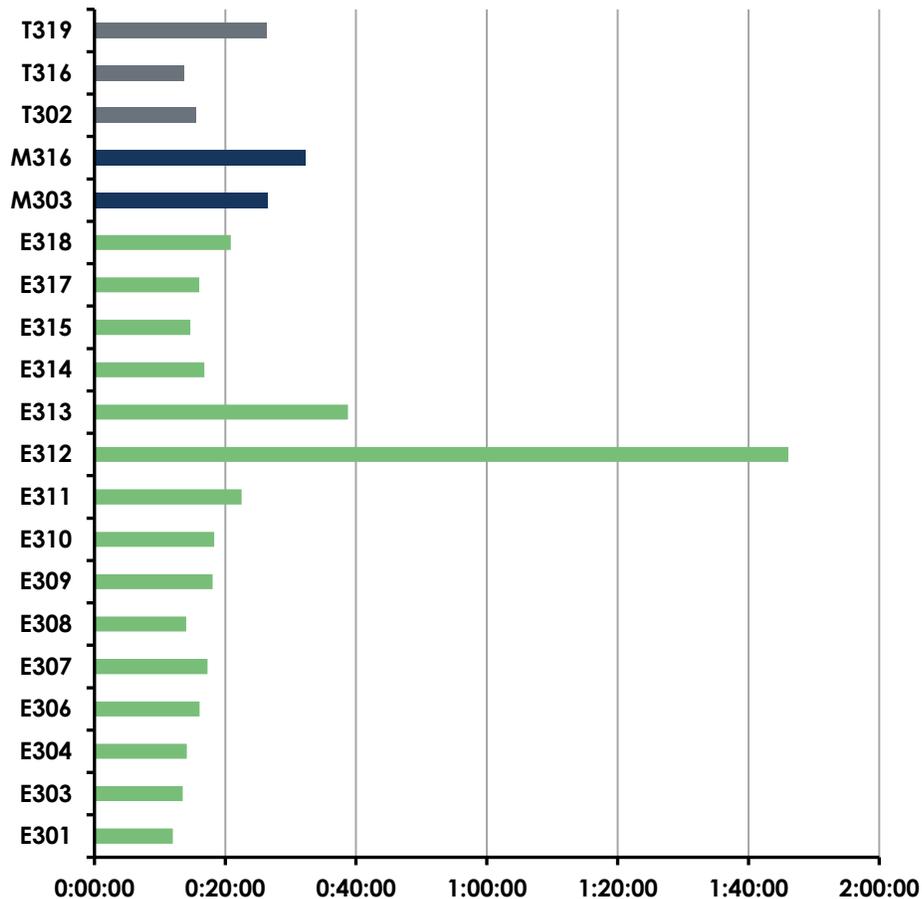
The amount of time a given unit is committed to an incident is also an important workload factor. The following figure illustrates the average time each unit was committed to an incident, from initial dispatch until it was available for another incident. For SFD, Engine 374 and the brush truck averaged the most time on their responses.

Figure 54: Average Time Committed to an Incident—SFD



For CFD, a low workload unit, Engine 312, averaged the longest average time on scene. Medic units spend the longest average time on scene by apparatus type.

Figure 55: Average Time Committed to an Incident—CFD



Unit hour utilization is calculated by dividing the total time a unit is committed to all incidents during a year divided by the total time in a year. It describes the percentage of time a unit is unavailable for a response since it is already committed to another incident. The larger the percentage, the greater a unit's utilization and the less available it is for assignment to an incident.

Monitoring unit hour utilization is important for those fire agencies using percentile-based performance standards. For example, when performance is measured at the 90th percentile, a response unit with greater than 10% utilization will not be able to provide an on-time response to its 90% target even if the response is its only activity.

For SFD, it is not surprising that the highest workload apparatus has the highest UHU measure, but it is still within a reasonable level.

Figure 56: Unit Hour Utilization—SFD

Unit	2018	2019	2020	2021
Brush Truck	0.00	0.00	0.01	0.00
Engine 371	0.08	0.08	0.08	0.06
Engine 372	0.00	0.01	0.01	0.01
Engine 373	0.00	0.00	0.00	0.00
Engine 374	0.00	0.00	0.00	0.00
Rescue 371	0.00	0.01	0.01	0.00

For CFD, all the apparatus are within a reasonable range. Despite the medic units having the highest UHU over 0.10, it is less than a level that would indicate that they are too busy.

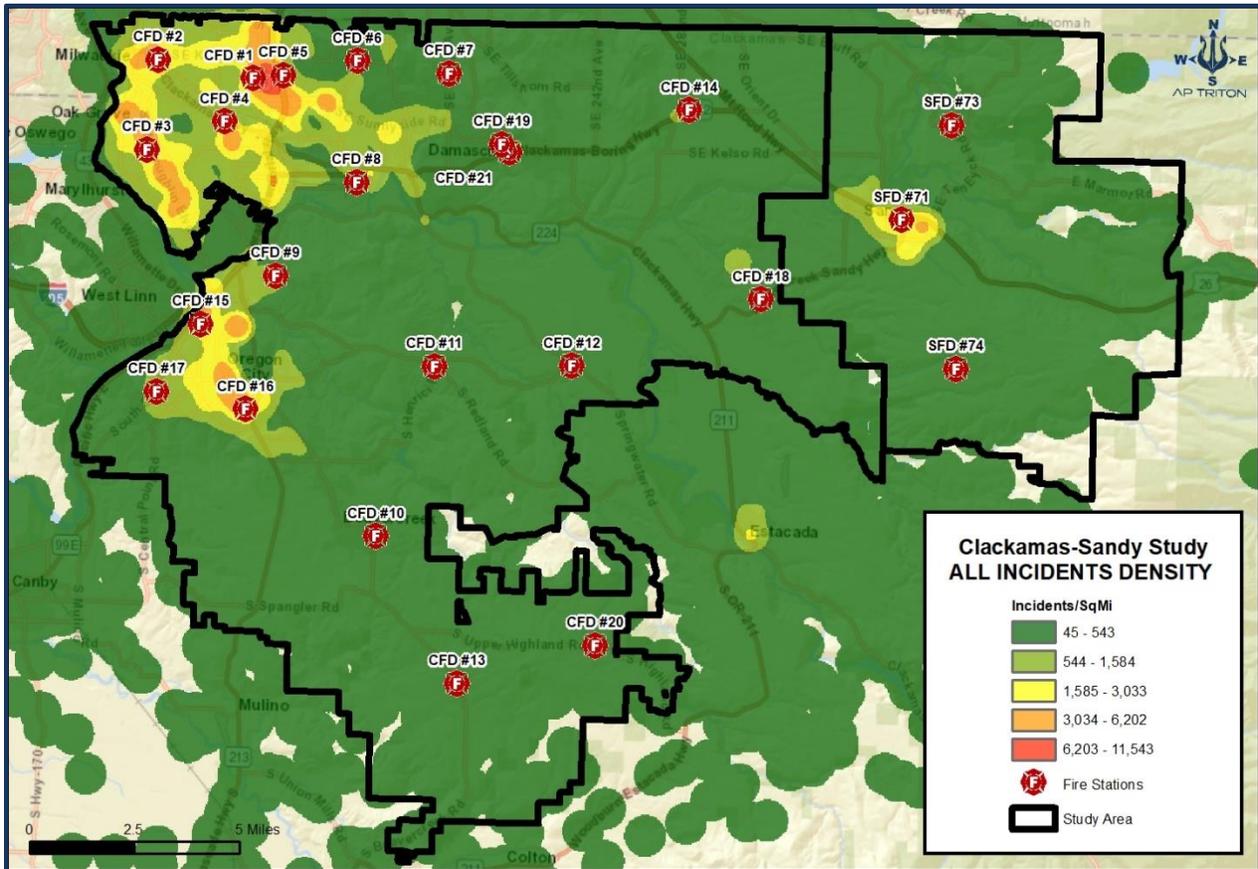
Figure 57: Unit Hour Utilization—CFD

Unit	2018	2019	2020	2021
E301	0.09	0.09	0.08	0.10
E303	0.06	0.06	0.08	0.09
E304	0.08	0.03	0.00	0.00
E306	0.05	0.04	0.05	0.05
E307	0.02	0.03	0.03	0.04
E308	0.00	0.04	0.06	0.07
E309	0.03	0.03	0.03	0.03
E310	0.03	0.03	0.03	0.04
E311	0.03	0.03	0.03	0.04
E312	0.00	0.00	0.00	0.00
E313	0.00	0.00	0.00	0.00
E314	0.04	0.04	0.05	0.04
E315	0.06	0.06	0.07	0.08
E317	0.04	0.04	0.04	0.05
E318	0.01	0.01	0.01	0.01
M303	0.17	0.17	0.11	0.13
M316	0.06	0.10	0.10	0.13
T302	0.08	0.02	0.00	0.00
T316	0.07	0.05	0.07	0.09
T319	0.00	0.01	0.01	0.01

Spatial Analysis

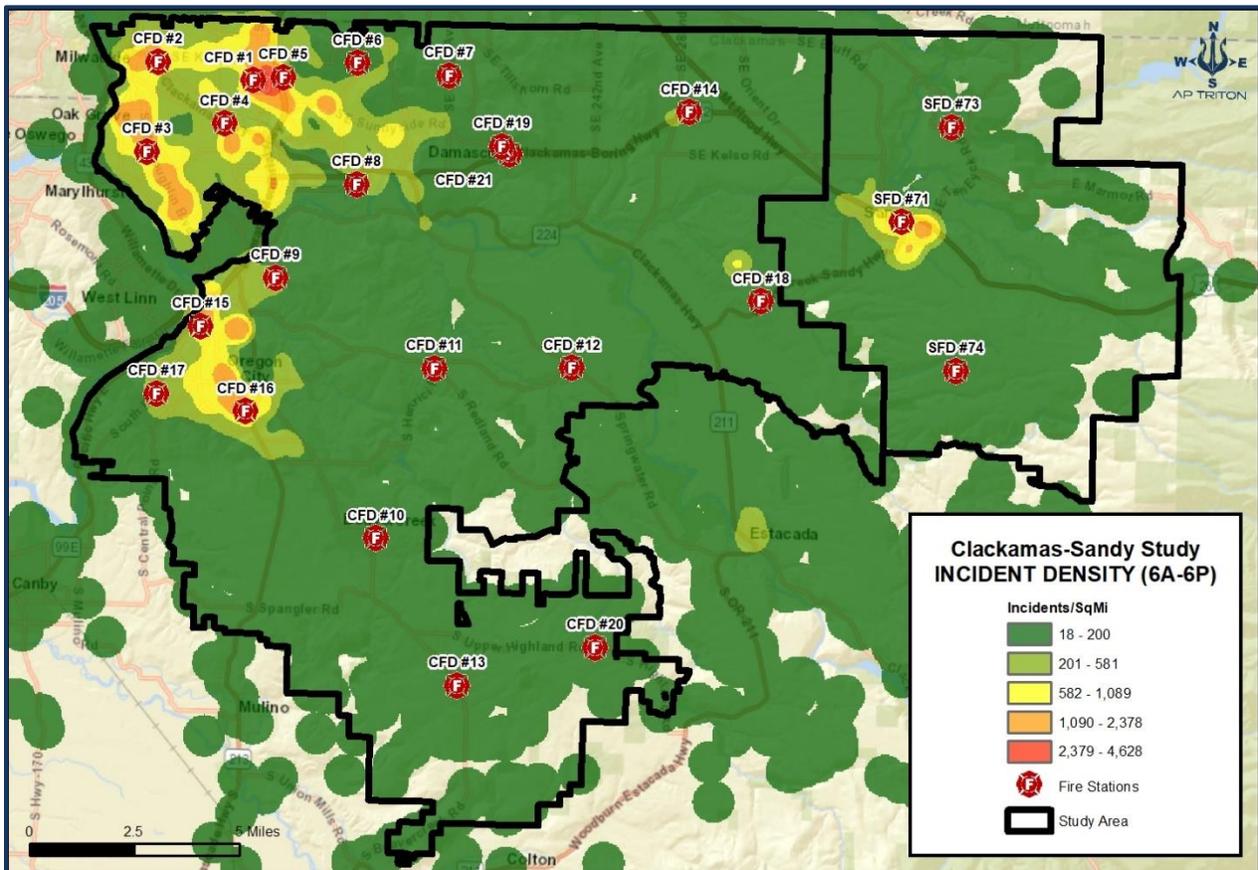
Incident activity varies greatly across each fire district's service area. The greater the population, the greater the number of incidents in any given area. The following figures illustrate the geographic distribution of incidents. For SFD, most of the demand is near the staffed apparatus near Station 71. In the CFD area, the highest call volumes are on the northwest side of the district.

Figure 58: Incidents per Square Mile—All Incidents



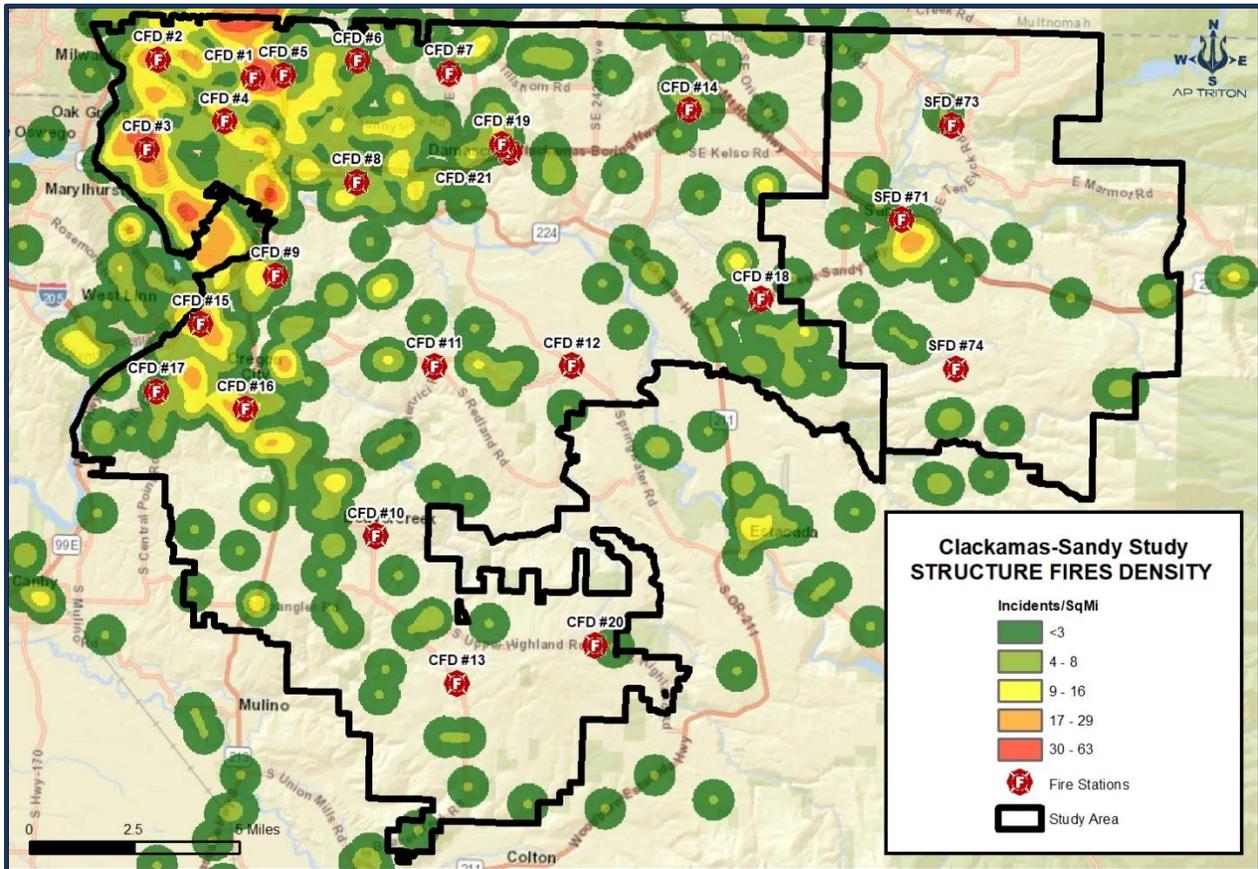
During the evening, the workload is less, but the density pattern is similar, as seen in the following figure.

Figure 59: Incidents per Square Mile–Night



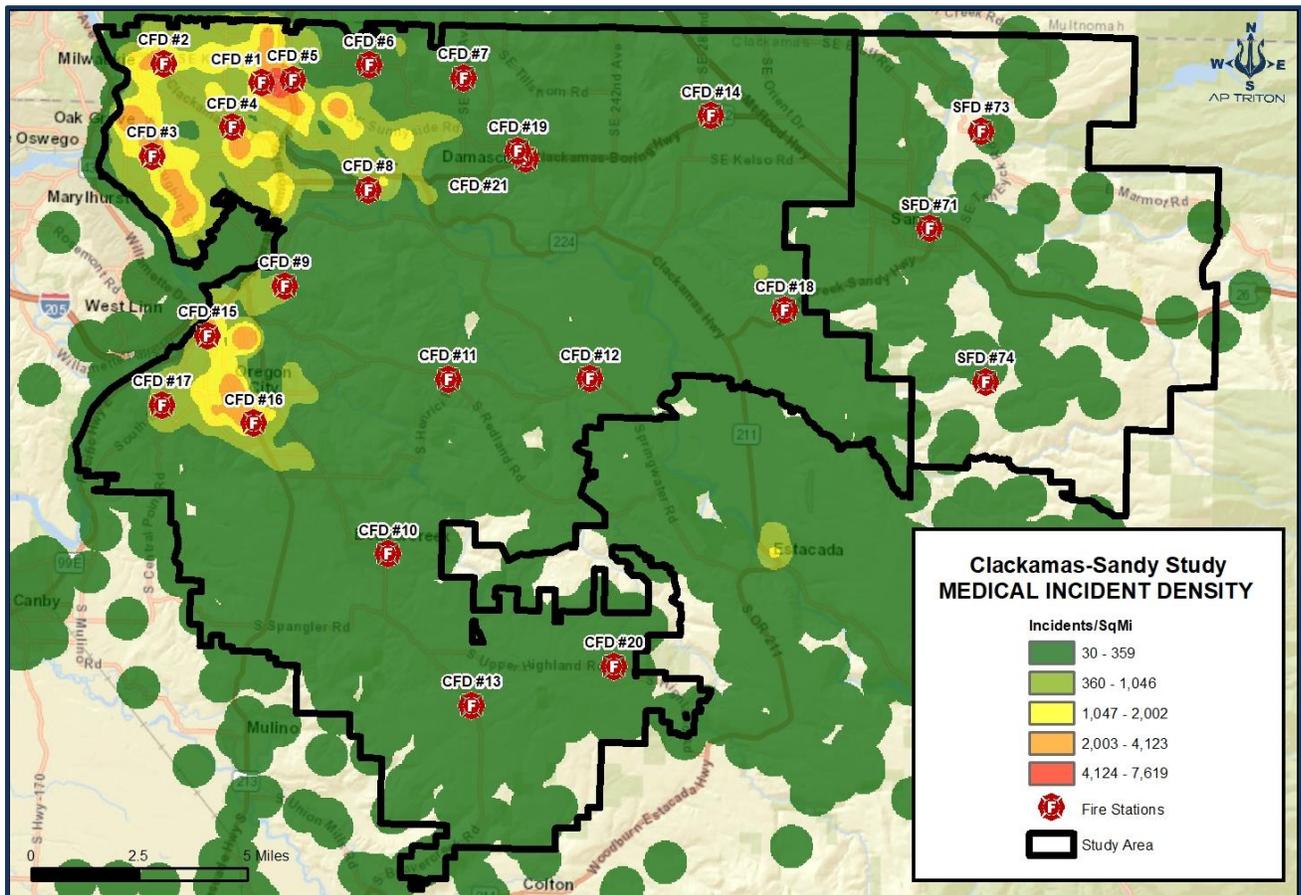
Service demand varies by area based on incident types. The following figure displays the density of structure fire incidents occurring within the study area during the study period. Fire incidents are also concentrated in areas of greater population.

Figure 60: Incidents per Square Mile—Fire Incidents



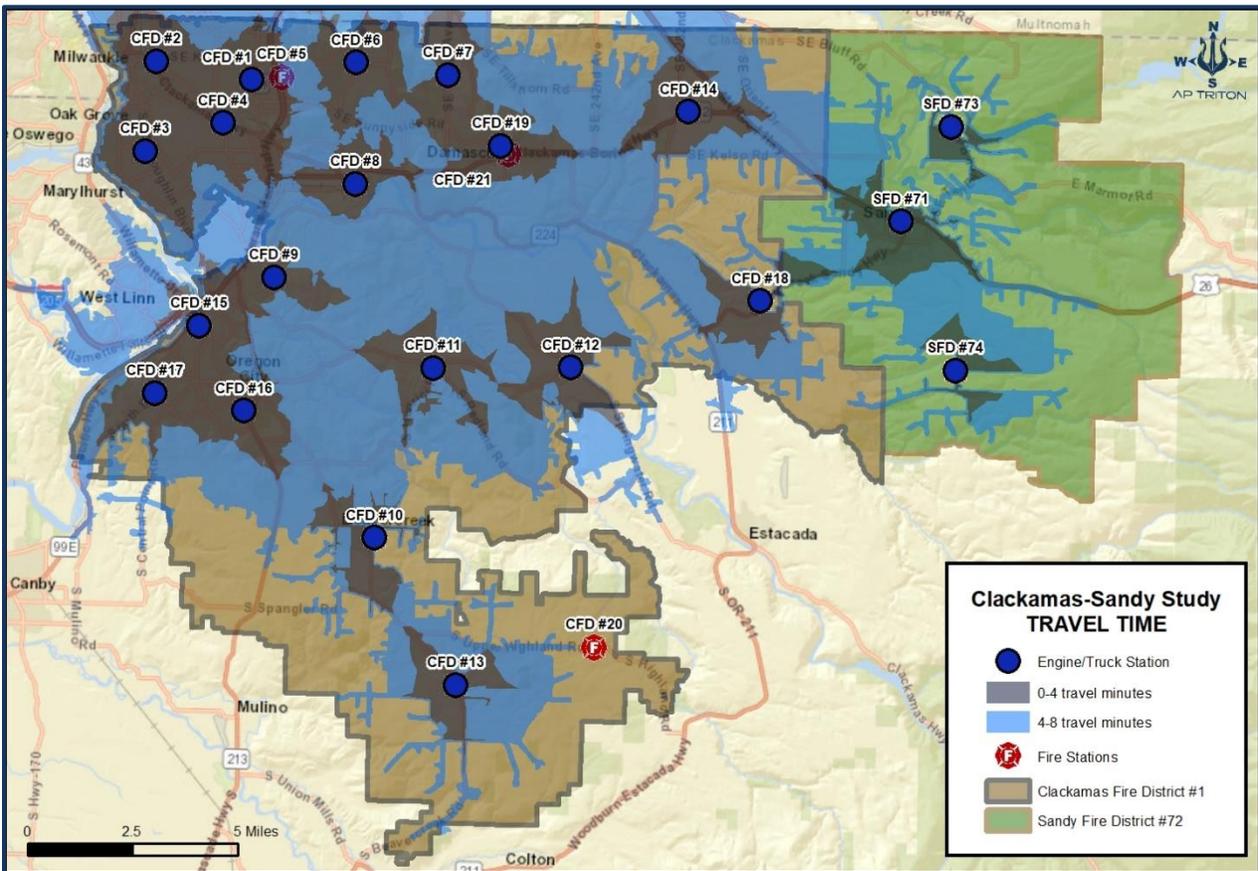
Emergency medical incidents also occur in greater concentration in areas of higher population density. The following figure displays emergency medical incidents per square mile during 2020.

Figure 61: Incidents per Square Mile—EMS Incidents



The following figures illustrate the street segments that can be reached from all district fire stations in four and eight minutes of travel time. It is based on posted road speeds modified to account for turning, stops, and acceleration. Much of the fire district's service areas are beyond six minutes of travel time. However, the areas of greatest incident activity are all within the four-minute travel coverage area. Better coverage is noted at eight minutes.

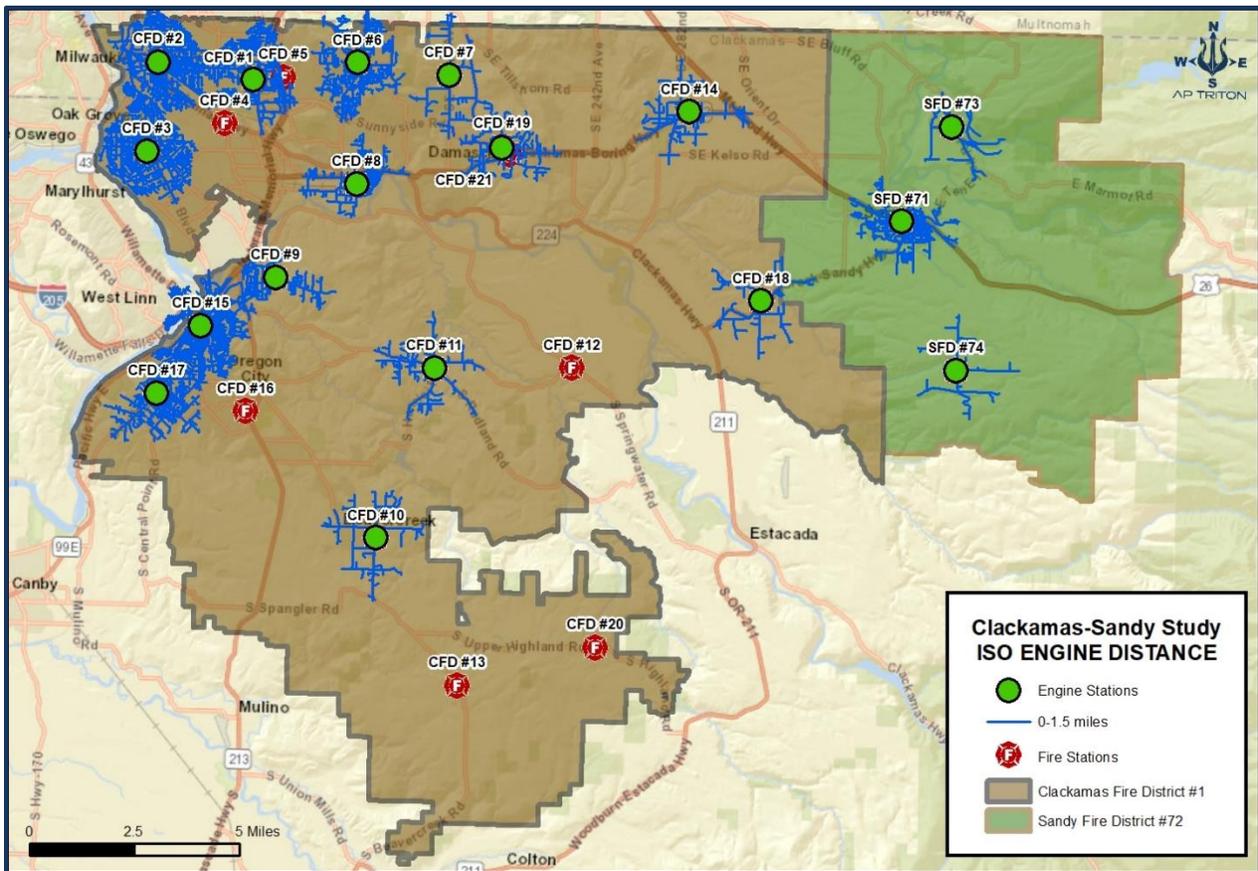
Figure 62: Travel Time Coverage



The demand for all calls is within four minutes of travel time 66% of the time, within eight minutes, 95% of the time.

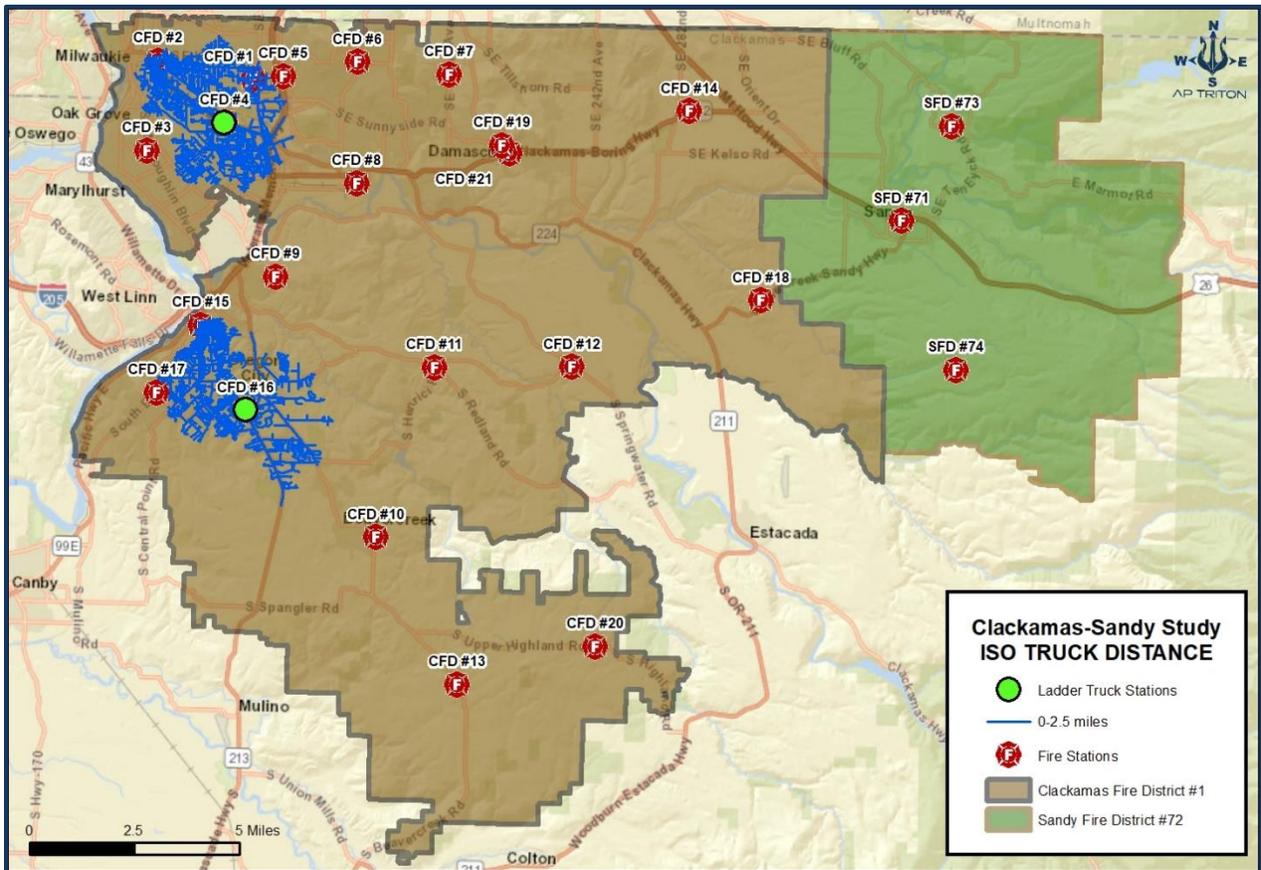
The Insurance Services Office (ISO), a leading insurance rating service for property insurers, recommends the best rates if a property is within 1.5 miles from a fire engine station in an area with hydrants. The following map shows these distances from the stations with an engine assigned.

Figure 63: ISO Engine Distance



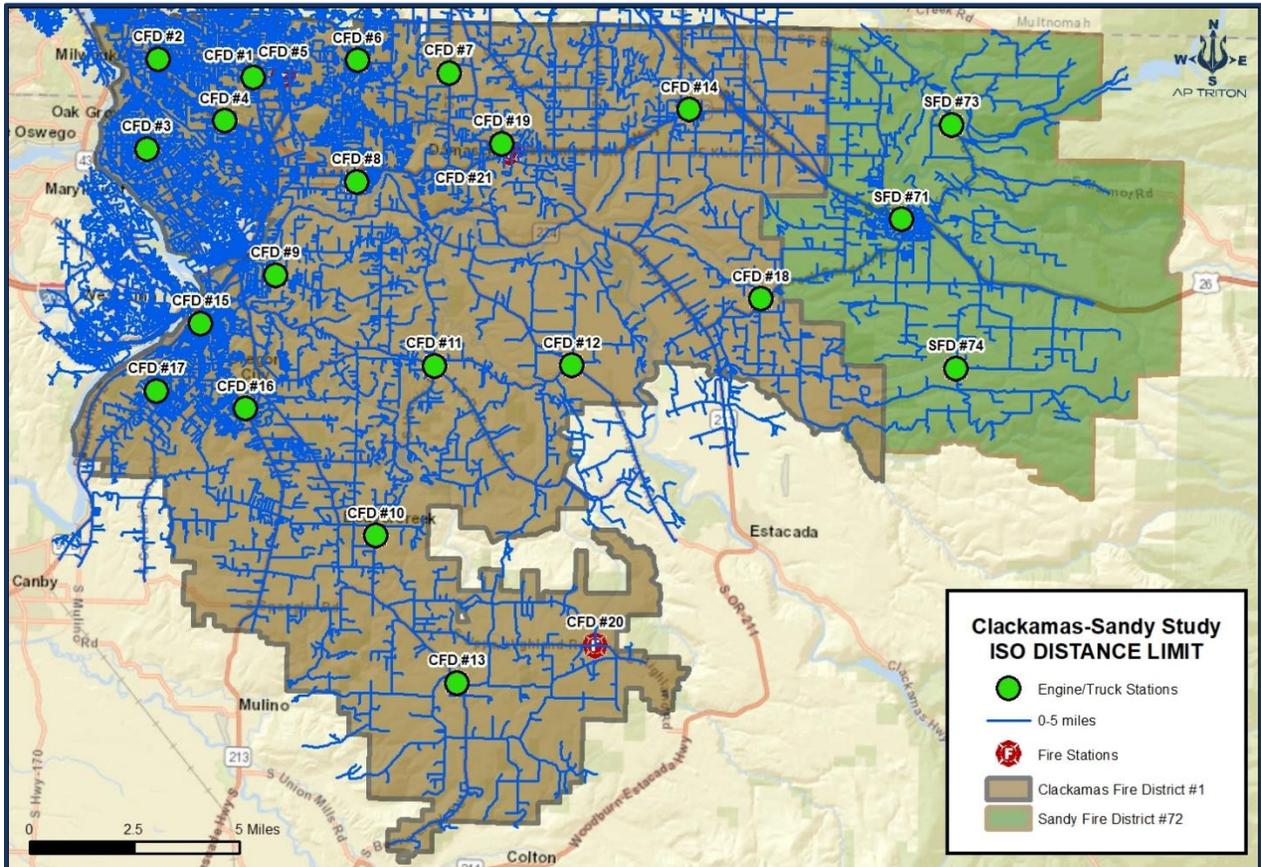
A Ladder Truck is a specialized apparatus. With its long reach of a ladder or platform, it can deliver water to multi-story buildings or buildings with large roofs, such as a “big box” store. These Trucks are positioned where these types of buildings are more plentiful. The following map shows the recommended 2.5-mile distance from the stations that have a Ladder Truck apparatus.

Figure 64: ISO Ladder Truck Distance



Finally, for a rating within the ISO rating range, a property must be within five miles of a fire station. This is shown in the following figure.

Figure 65: ISO Distance Limit



The next figures reveal that most structure fires occur during the afternoon and early evening hours, as shown in the following figure.

Figure 66: Structure Fires by Hour of Day—SFD

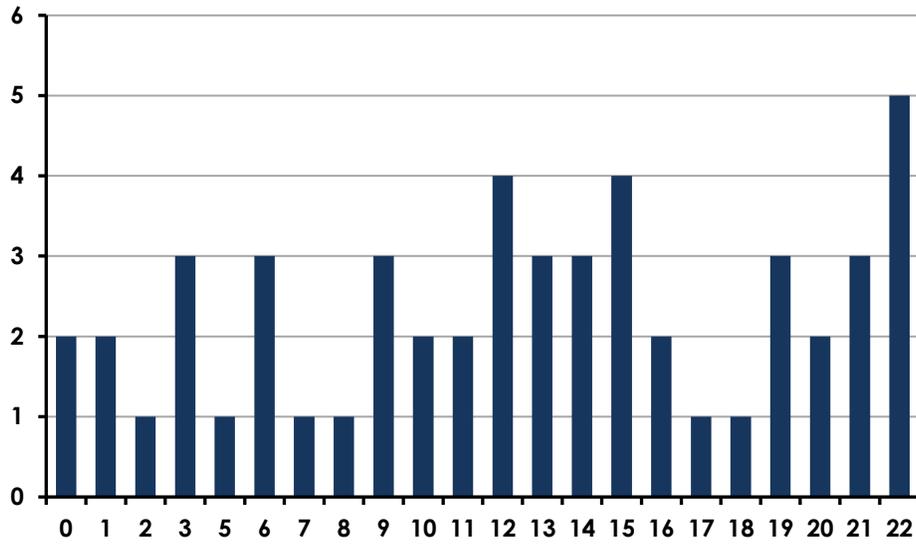
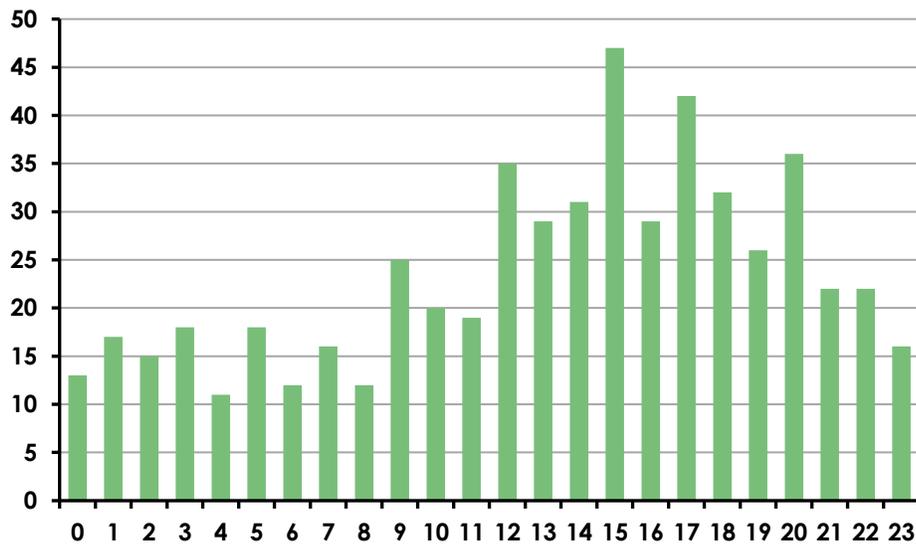


Figure 67: Structure Fires by Hour of Day—CFD



The following figures detail the addresses to which the fire districts responded to calls most frequently.

Figure 68: Frequent Response Addresses—SFD

Location	Facility	No. of Calls
17727 Langensand Rd.	Senior Center	339
39495 Cascadia Village Dr.	Senior Center	312
32XX0 Se Leewood Ln.	Private	150
17460 Bruns Ave.	Fire Station	141
17XX5 Bluff Rd.	Private	101
37XX0 Sunset St.	Private	88
16625 362nd Dr.	Fred Meyer Store	76
18XX0 Langensand Rd.	Private	71
39XX5 Evans St.	Private	70

Figure 69: Frequent Response Addresses—CFD

Location	Facility	No. of Calls
2205 Gilman Dr., Oregon City	Assisted Living	603
1153 Molalla Ave., Oregon City,	Assisted Living	547
8800 SE CAUSEY Loop, Happy Valley,	Assisted Living	284
1400 Division St., Oregon City,	Medical Offices	265
1900 Mcloughlin Blvd, Oregon City	Shopping Center	253
5555 SE King Rd., Milwaukie,	Assisted Living	250
12000 SE 82nd Ave., Happy Valley	Shopping Center	245
8709 SE Causey Ave., Happy Valley	Assisted Living	220
4017 SE Vineyard Rd., Milwaukie	Assisted Living	206

Concentration & Effective Response Force Capability Analysis

Effective Response Force (ERF) is the number of personnel and apparatus to mitigate an emergency incident effectively. The number of personnel and the number and type of apparatus required depend on the specific emergency type. This resource need is based on the specific tasks and activities that need to be completed early in emergency event mitigation.

SFD has established a goal for the delivery of the ERF. For a low-rise structure fire (house, small office, small store), the goal is to provide four fire engines (3 from Mutual Aid), one mutual aid Ladder Truck, and one Battalion Chief to the incident.

CFD has established a goal for the delivery of the ERF. For a low-rise structure fire (house, small office, small store), the goal is to provide four Fire Engines, one Ladder Truck, an EMS unit, a Heavy Rescue, three Tenders, and two Battalion Chiefs to the incident for a total of 27 Firefighters.

Response time data for structure fires was evaluated to identify each district's current performance. Performance is based on resources needed as identified by each district for a low-rise structure fire. Not all building fire incidents received the full ERF. Many were fires out on arrival or small enough that the initial alarm assignment was unnecessary.

SFD

SFD responded to 18 building fires during the study period and delivered the full ERF three times. Full ERF was delivered within 24 minutes, 13 seconds, 90% of the time.

Figure 70: Effective Response Force—SFD

Year	Count	ERF Time
2020	2	0:19:30
2021	1	0:25:21

CFD

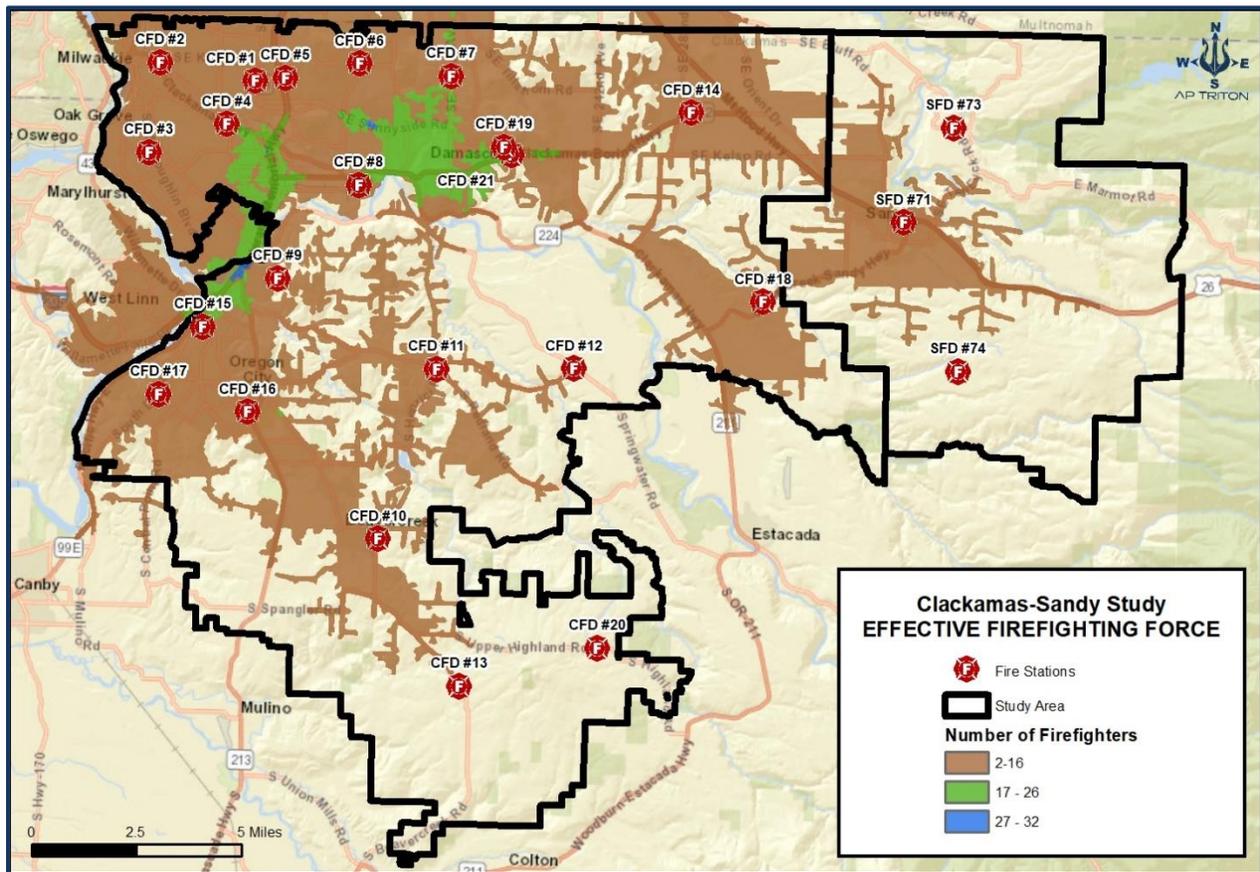
CFD responded to 563 building fires during the study period and delivered the full ERF 213 times. Full ERF was delivered within 27 minutes, 40 seconds, 90% of the time.

Figure 71: Effective Response Force—CFD

Year	Count	ERF Time
2018	47	0:33:00
2019	57	0:23:08
2020	72	0:25:27
2021	37	0:27:00

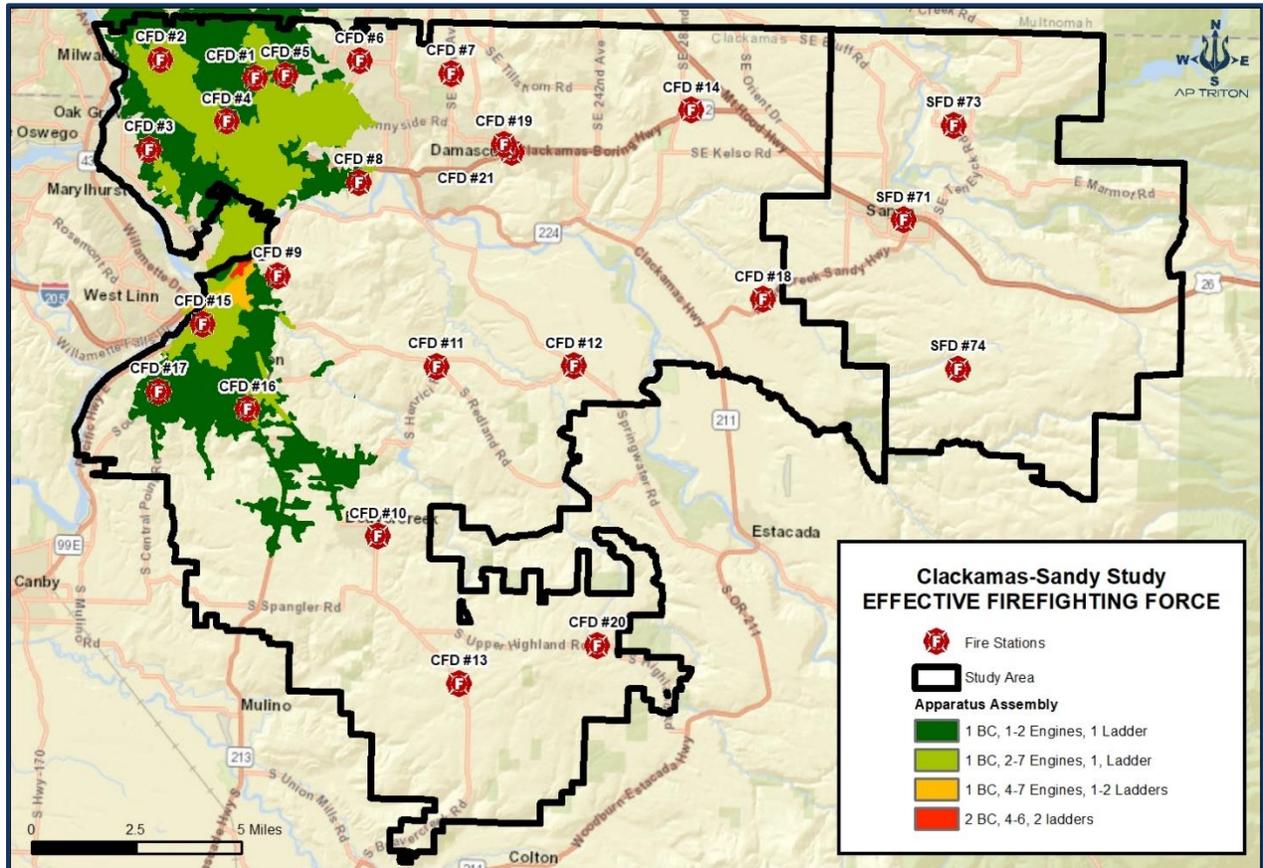
The following figures show where the staffed stations can reach in eight minutes of travel time to the effective firefighting force. The first figure shows where the number of firefighters can assemble in the area to meet the district's identified critical tasking on a fire scene.

Figure 72: Effective Firefighting Force—Firefighters



The next figure shows where the collection of apparatus identified by the district's alarm assignment for a low-rise structure fire can assemble within eight minutes of travel.

Figure 73: Effective Firefighting Force—Apparatus



Incident Concurrency

The frequency of concurrent incidents impacts response time performance. The greater the number of concurrent incidents, the fewer available response units. The following figure shows the number of times that one or more incidents occurred concurrently for each district. Over 90% of the incidents occurring in the SFD area do so without another incident occurring during the same period.

Figure 74: Incident Concurrency—SFD

No. of Incidents	Count	%
1	7,288	90.11%
2	693	8.57%
3	69	0.85%
4	18	0.22%
5	6	0.07%
6	5	0.06%
7	3	0.04%
8	2	0.02%
9	1	0.01%
10	1	0.01%
11	0	0.00%
12	1	0.01%

Most incidents in the CFD area occurred without another during the same period. However, it is not unusual for an additional call to occur during another period.

Figure 75: Incident Concurrency—CFD

No. of Incidents	Count	%
1	56,001	84%
2	9,033	14%
3	950	1%
4	287	0%
5	175	0%
6	112	0%
7	44	0%
8	24	0%
9	12	0%
10	14	0%
11	4	0%
12	5	0%
13	1	0%
14	1	0%
15	1	0%

Unit Concurrency

The number of times one or more response units from a district are committed to incidents simultaneously is also an important measure. The following figures show unit concurrency for each of the districts.

Figure 76: Unit Concurrency—SFD

No. of Incidents	Frequency	Percent
1	6,464	90.6%
2	489	6.9%
3	137	1.9%
4	25	0.4%
5	6	0.1%
6	4	0.1%
7	0	0.0%
8	1	0.0%
9	1	0.0%
10	0	0.0%
11	0	0.0%
12	0	0.0%
13	0	0.0%
14	0	0.0%

Figure 77: Unit Concurrency—CFD

No. of Incidents	Frequency	Percent
1	56,001	84%
2	9,033	14%
3	950	1%
4	287	0%
5	175	0%
6	112	0%
7	44	0%
8	24	0%
9	12	0%
10	14	0%
11	4	0%
12	5	0%
13	1	0%
14	1	0%

Historical System Performance

Data for incidents occurring between January 1, 2018, and June 30, 2021, was evaluated in detail to determine the current response performance of each district. Data were obtained from the districts' incident records and the Dispatch Center's computer-aided dispatch system.

Only priority incidents occurring within each district's service areas are included. Priority incidents are those to which the fire district responded: "Code 3" (using warning lights and sirens). Non-emergency public assistance requests were excluded. Performance is reported based on the type of incident as dispatched. Three categories are used to report performance:

- **Fire:** Responses to a report of a possible fire.
- **Emergency Medical:** All emergency medical incidents.
- **Other:** Any other incident to which the fire district responded with lights and sirens.

The following phases of incident response are included in the evaluation:

1. **Call Answer Time:** The time from the phone ringing at the 9-1-1 center until it is answered.
2. **Call Processing Time:** The time from the phone being answered until response units are notified of the emergency.
3. **Turnout Time:** The time from when response crews are notified until they have initiated movement towards the incident.
4. **Travel Time:** The time from when response crews begin moving towards the incident until arrival.
5. **Response Time:** The time from the initial notification of response personnel until arrival at the incident (turnout time plus travel time).
6. **Received to Arrival Time:** The time from when the phone is answered at the dispatch center until the arrival of response personnel at the incident (dispatch time plus turnout time plus travel time).

Only CFD has specified response time objectives for first due units and effective response force based upon undefined population densities. They are as follows:

Figure 78: Response Phase Objectives—CFD

Phase	Fire Calls (mm:ss)	EMS Calls (mm:ss)
Call Processing	1:20	1:00
Turnout	1:20	1:00
Received to Arrive Time	<ul style="list-style-type: none"> • 6:20 (Urban) • 7:20 (Suburban) • 12:20 (Rural) 	<ul style="list-style-type: none"> • 6:00 (Urban) • 7:00 (Suburban) • 12:00 (Rural)
Effective Firefighting Force	<ul style="list-style-type: none"> • 10:20 (Urban) • 12:20 (Suburban) • 16:20 (Rural) 	Not defined

Each phase of the incident response sequence was evaluated to determine current performance. All response time elements are reported at a given percentile in keeping with national guidance.

Percentile reporting is a methodology by which response times are sorted from least to greatest, and a “line” is drawn at a certain percentage of the calls to determine the percentile. The point at which the “line” crosses the 90th percentile, for example, is the percentile time performance. Thus, 90% of the times were at or less than the result. Only 10% were longer.

Some fire districts continue to use “average” response performance measures since the term is commonly used and widely understood. The most important reason for not using average for performance standards is that it may not be an accurate reflection of the entire dataset. The results can be skewed by data outliers. Most progressive systems use the “fractile” method of analyzing response performance. This method uses percentile measurements (usually the 90th percentile), and are a better measure, since they show that the large majority of the data set has achieved a particular level of performance.

A detailed description and review of each phase of the response time continuum follows.

Detection

The detection of an emergency may occur immediately if someone happens to be present or if an automatic system is functioning. Otherwise, detection may be delayed, sometimes for a considerable period. The time for this phase begins with the inception of the emergency and ends when the emergency is detected and reported. It is largely outside the control of the fire district and not a part of the event sequence that is reliably measurable.

Call Processing

Most emergency incidents are reported by telephone to the 9-1-1 center. Dispatch center personnel must quickly elicit accurate information about the nature and location of the incident. A citizen well-trained in how to report emergencies can reduce the time required for this phase. The dispatcher must identify the correct units based on incident type and location, dispatch them to the emergency, and continue to update information about the emergency while the units respond. This phase begins when the 9-1-1 call is answered at the primary public safety answer point (PSAP) and ends when response personnel are notified of the emergency. This phase, which has two parts, is labeled “call processing time.”

National Fire Protection Association Standard 1221 recommends that 9-1-1 calls are answered within 15 seconds, 90% of the time (and within 20 seconds, 95% of the time). Unfortunately, the data provided did not allow for an analysis of this metric.

The second part of call processing time, dispatch time, begins when the call is answered and ends when response units are notified of the incident.

The following figure illustrates the performance of the dispatch center from the time it answers the call until it notifies response units for each of the study fire districts.

Figure 79: Call Processing by Call Type—SFD

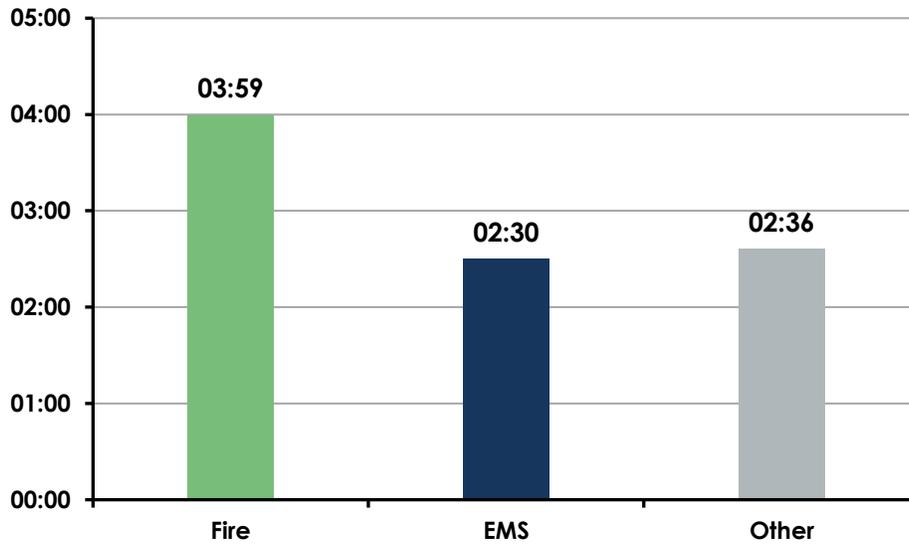
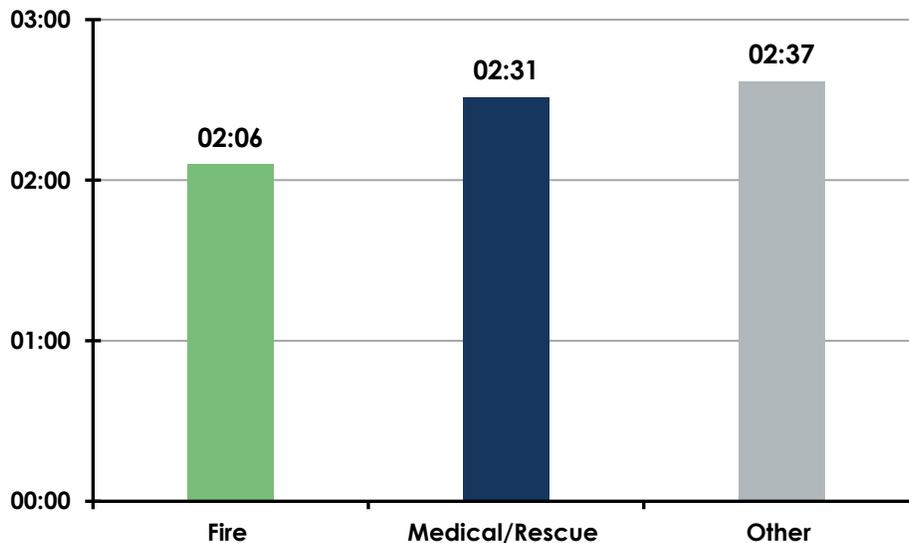


Figure 80: Call Processing by Call Type—CFD



The workload at the dispatch center can influence call processing performance. The following figure illustrates performance at different times of the day compared to CCFD's response workload. Call processing time is below NFPA recommendations despite the variation of being faster in the evening and slightly longer during the day.

Figure 81: Call Processing by Hour of Day—SFD

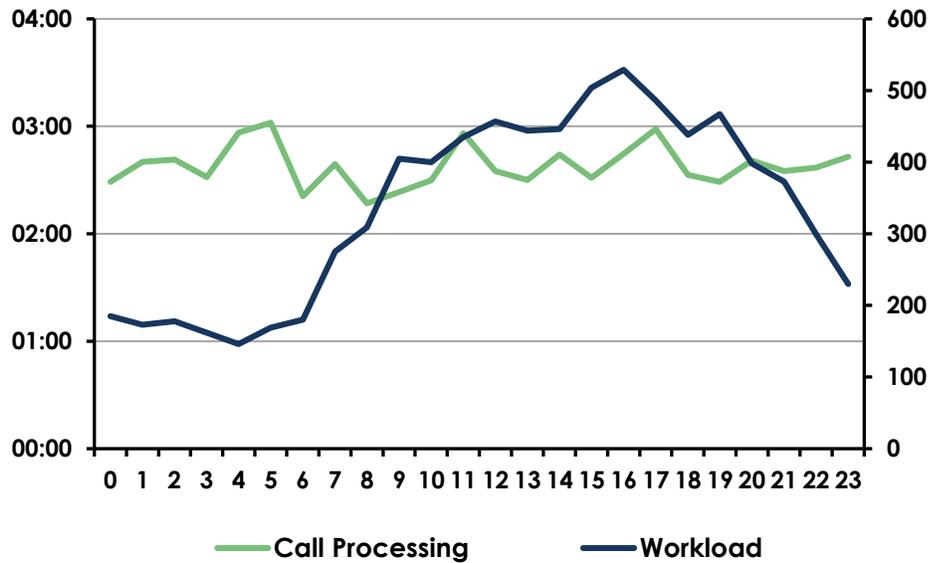
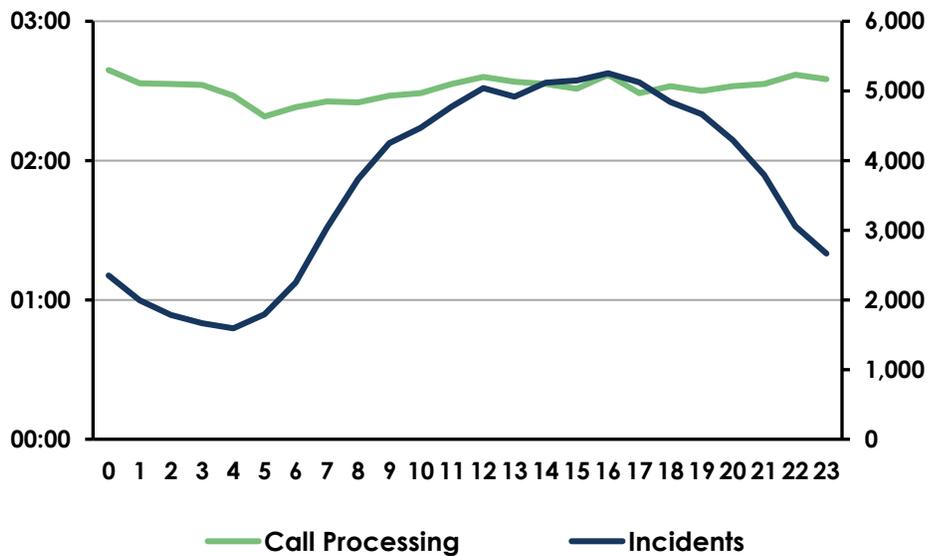


Figure 82: Call Processing by Hour of Day—CFD



Turnout Time

Turnout time begins at the dispatch center's notification of an emergency and ends when personnel and apparatus begin moving toward the incident location. Personnel must don appropriate equipment, assemble on the response vehicle, and begin travel to the incident. Training and fire station design can minimize the time required for this step. The following figure illustrates turnout time by each district for specific incident types.

Figure 83: Turnout Time by Call Type—SFD

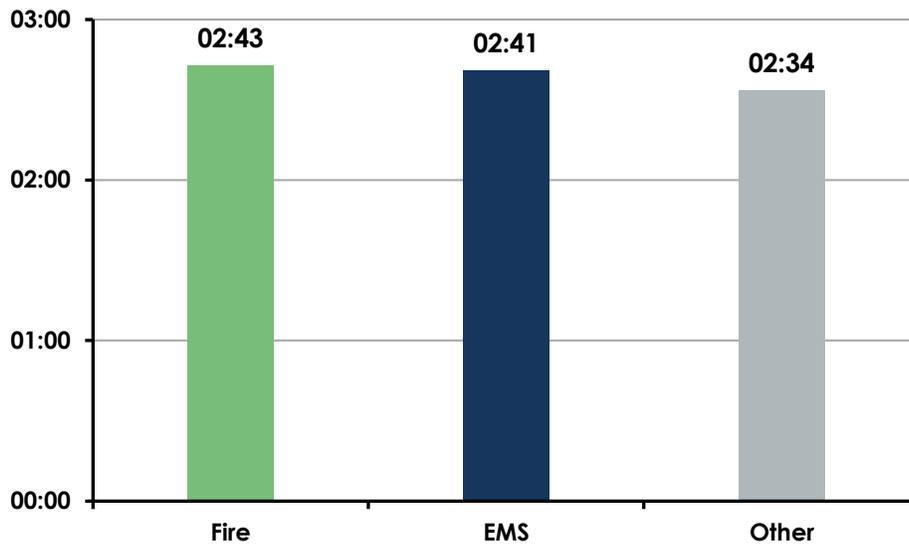
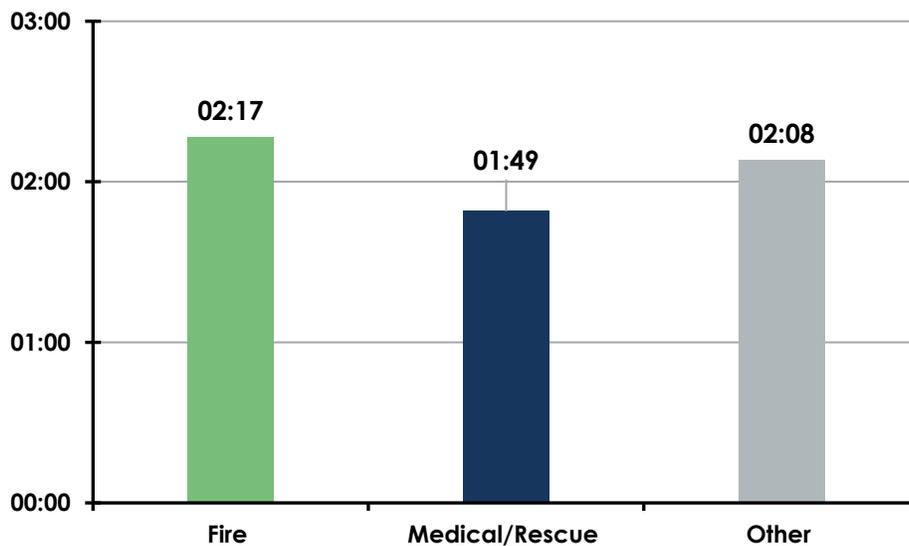


Figure 84: Turnout Time by Call Type—CFD



The following figures show that the turnout time can vary by the hour of the day for both fire districts.

Figure 85: Turnout Time Performance by the Hour of Day—SFD

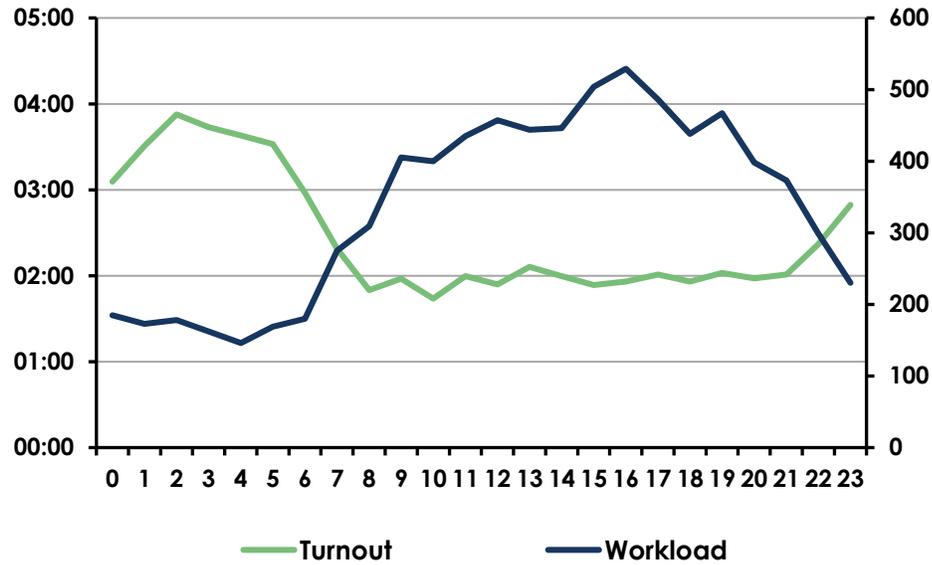
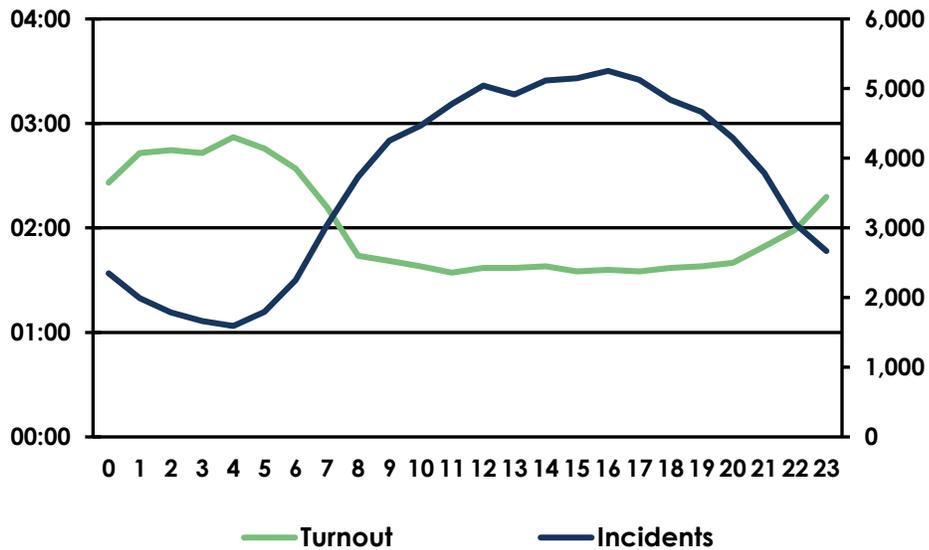


Figure 86: Turnout Time Performance by the Hour of Day—CFD



The following figures show turnout time by unit at the 90th percentile performance measure for each fire district.

Figure 87: 90th Percentile Turnout Time by Unit—SFD

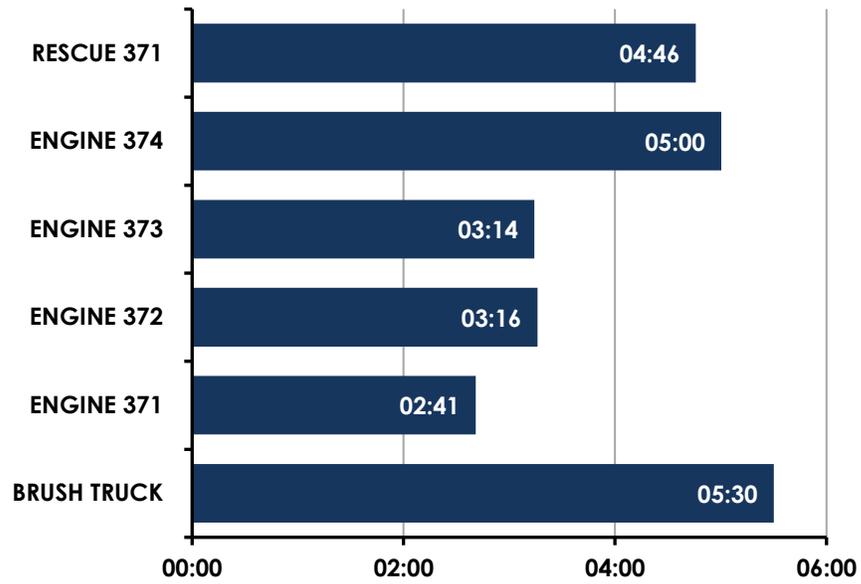
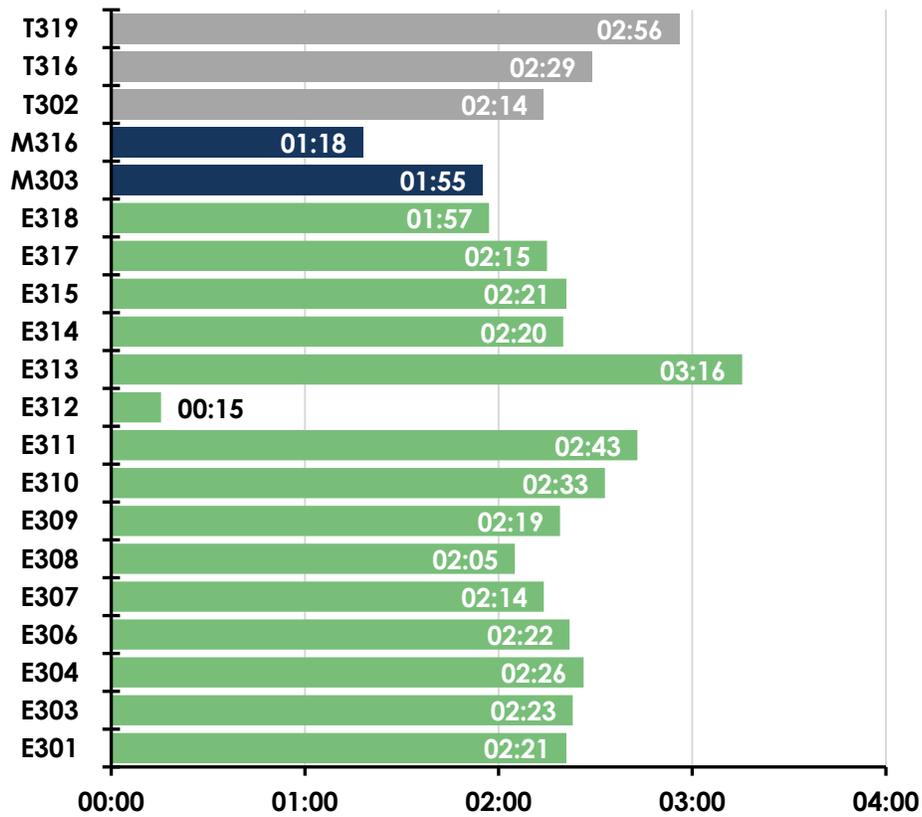


Figure 88: 90th Percentile Turnout Time by Unit—CFD



Distribution & Initial Arriving Unit Travel Time

Travel time is typically the longest of the response phases. The distance between the fire station and the location of the emergency influences response time the most. Other factors include the quality and connectivity of streets, traffic, topography, and environmental conditions. The following figures show travel time for all priority incidents and specific incident types for each district.

Figure 89: Travel Time Performance by Call Type—SFD

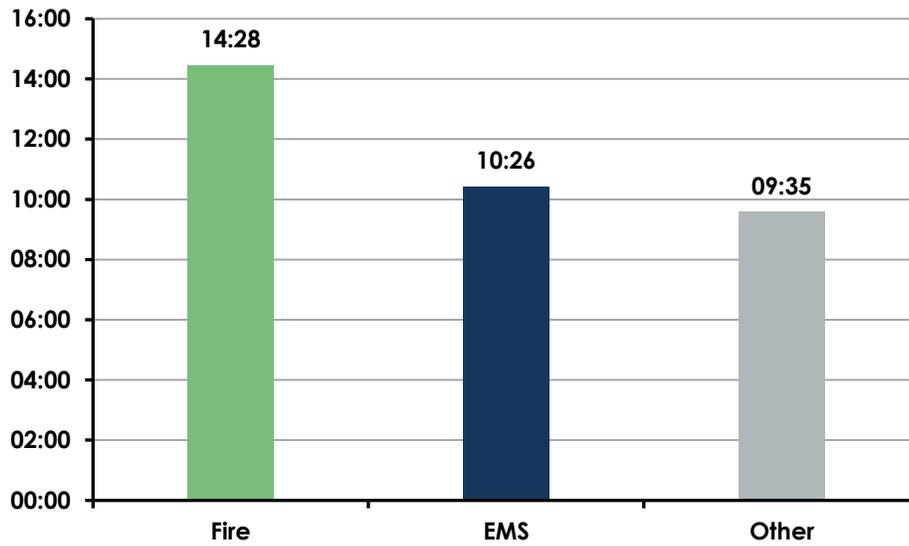
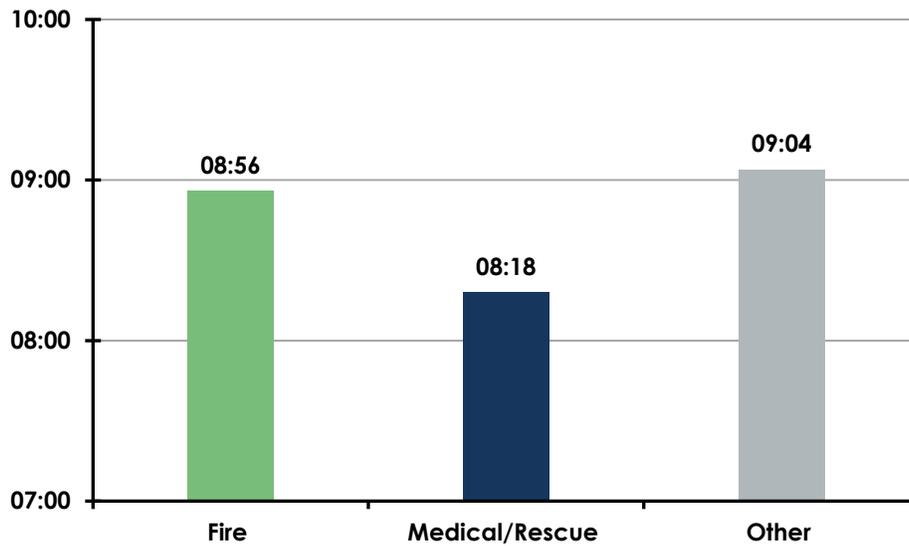


Figure 90: Travel Time Performance by Call Type—CFD

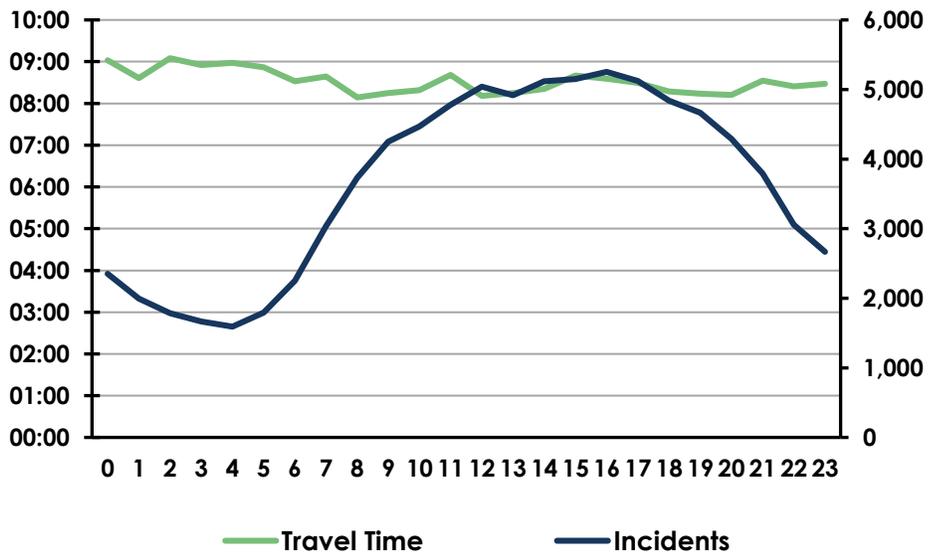


Travel time can vary considerably by the time of day. Heavy traffic during morning and evening rush hours can slow the district's response. Concurrent incidents also can increase travel time since units from more distant stations would need to respond. The following figures show the travel time performance and the hourly workload for each district.

Figure 91: Travel Time Performance by Hour of Day—SFD



Figure 92: Travel Time Performance by Hour of Day—CFD



First Arriving Unit Response Time

Response time is the period between the notification of response personnel by the dispatch center until the arrival of the first response unit at the emergency. The following figures illustrate response time for all priority incidents and specific incident types for each fire district.

Figure 93: First Unit Arrival Performance by Call Type—SFD

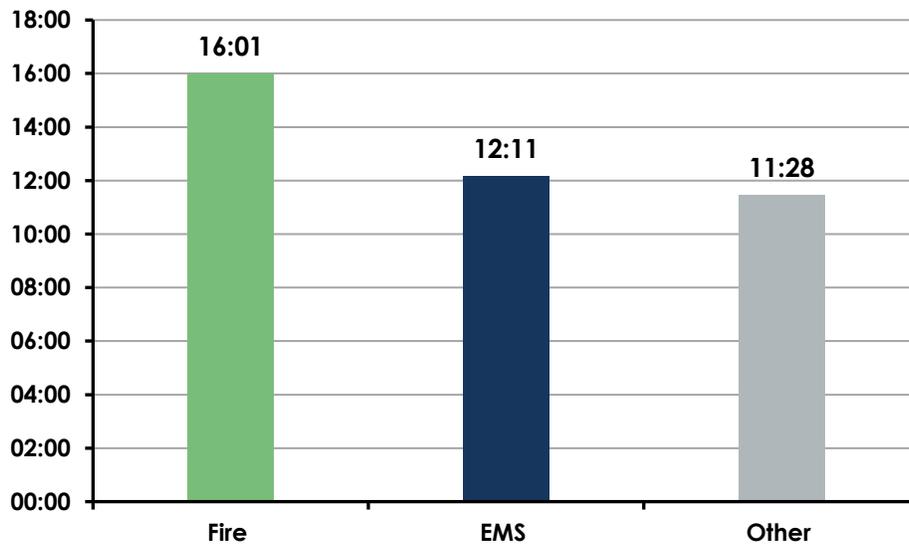
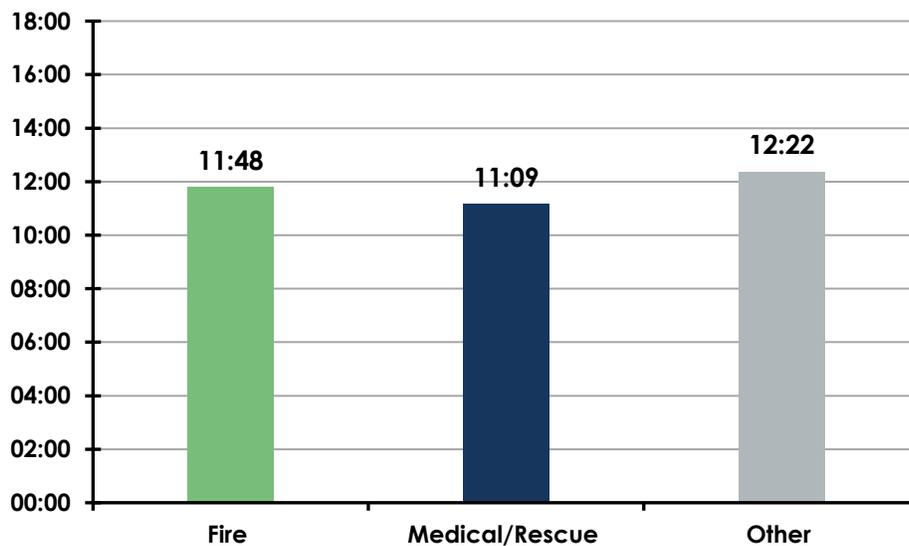


Figure 94: First Unit Arrival Performance by Call Type—CFD



The next figures show response times and the number of incidents by the hour of the day for all incidents. Again, response time is slowest during the nighttime hours and slightly faster during the day.

Figure 95: First Unit Arrival Performance by Hour of Day—SFD

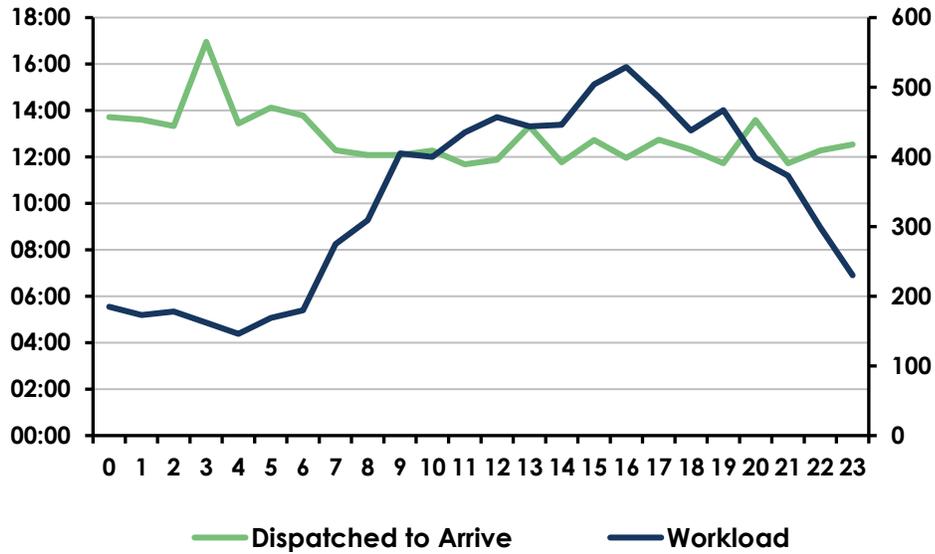
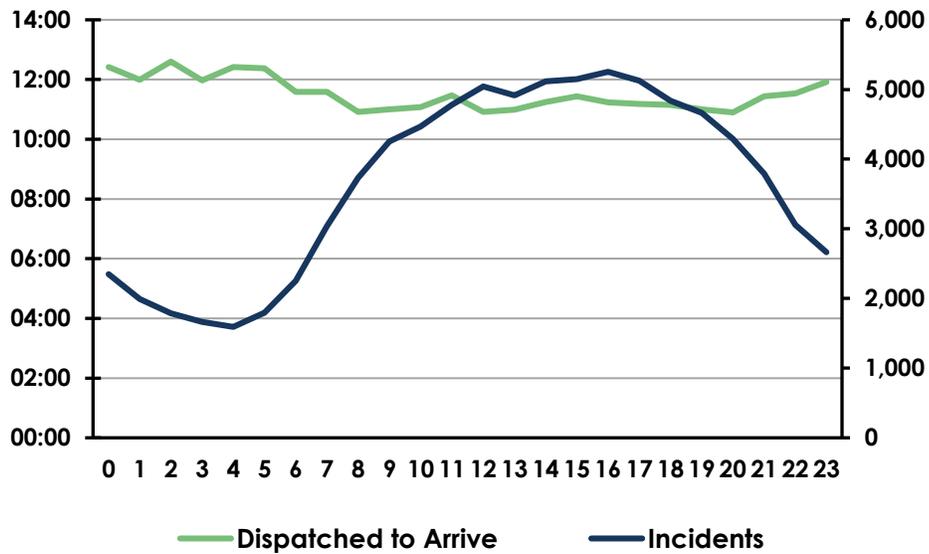


Figure 96: First Unit Arrival Performance by Hour of Day—CFD



First Arriving Unit Received to Arrival Time (Total Response Time)

From the customer’s standpoint, response time begins when the emergency occurs. Their first contact with emergency services is when they call for help, usually by dialing 9-1-1. Received to arrival time combines call processing, turnout, and travel time.

The next figures show received to arrival performance for priority incidents by incident type for each fire district.

Figure 97: Call Received to Arrival by Call Type—SFD

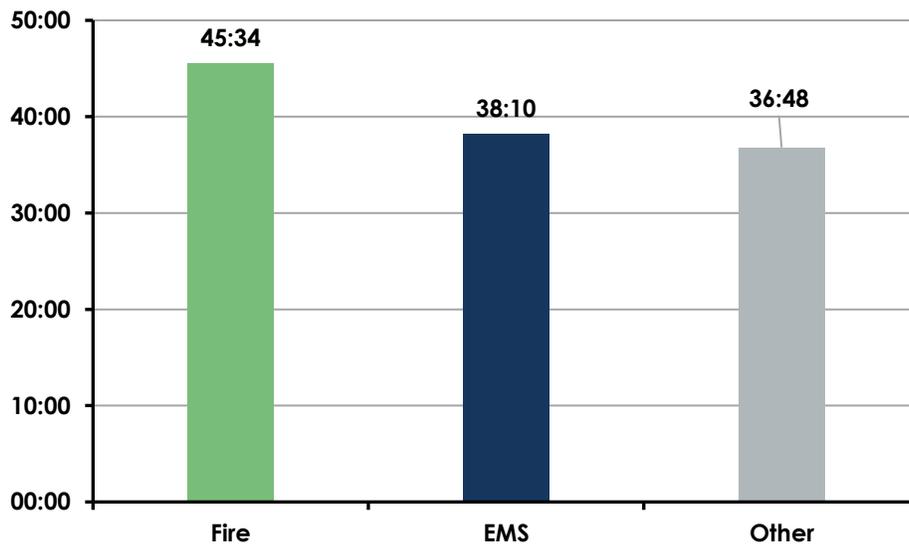
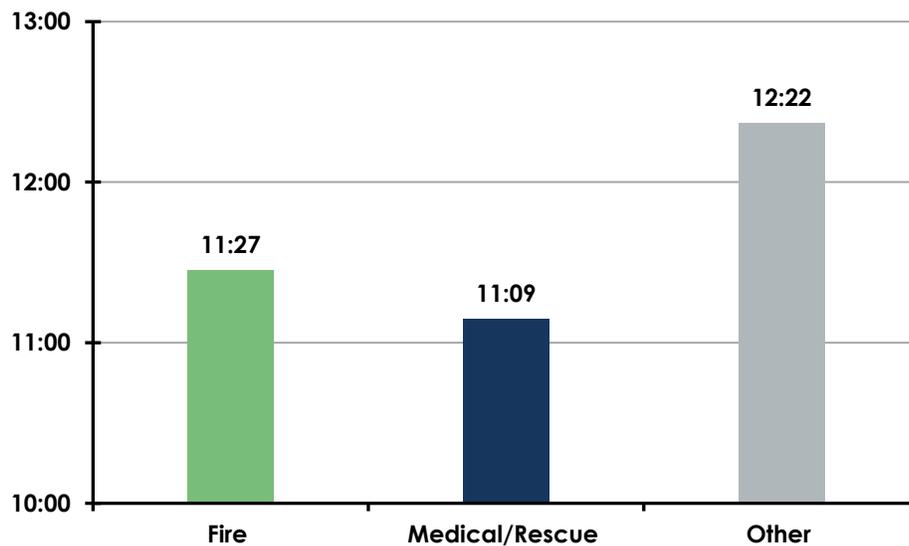


Figure 98: Call Received to Arrival by Call Type—CFD



The next figures show received to arrival performance by time of the day compared to incident activity by time of day for each district. Again, from the customers' standpoint, received-to-arrival is faster during the day.

Figure 99: Call Received to Arrival by Hour of Day—SFD

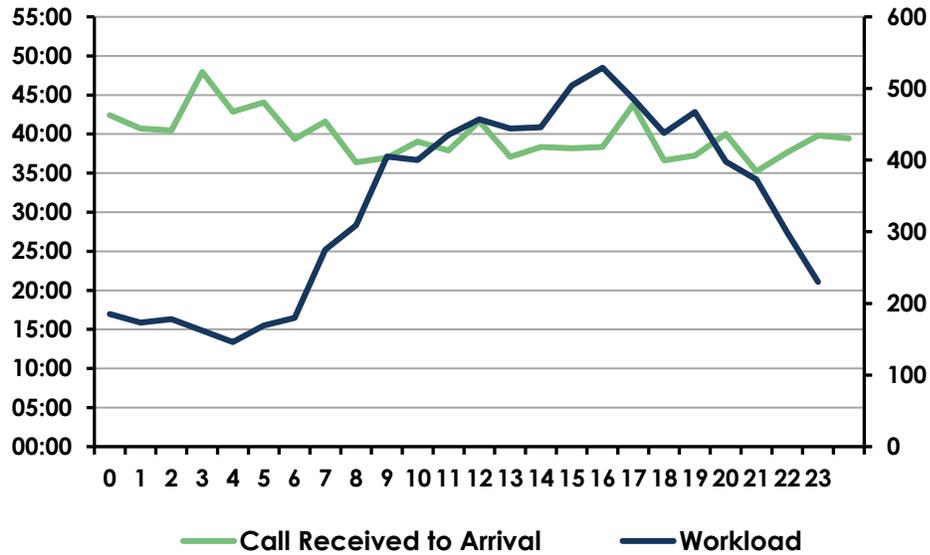
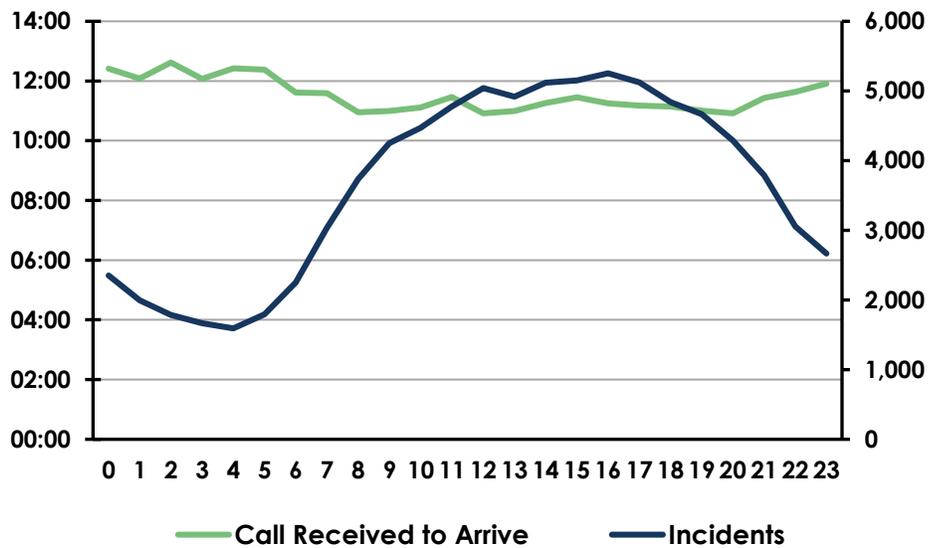


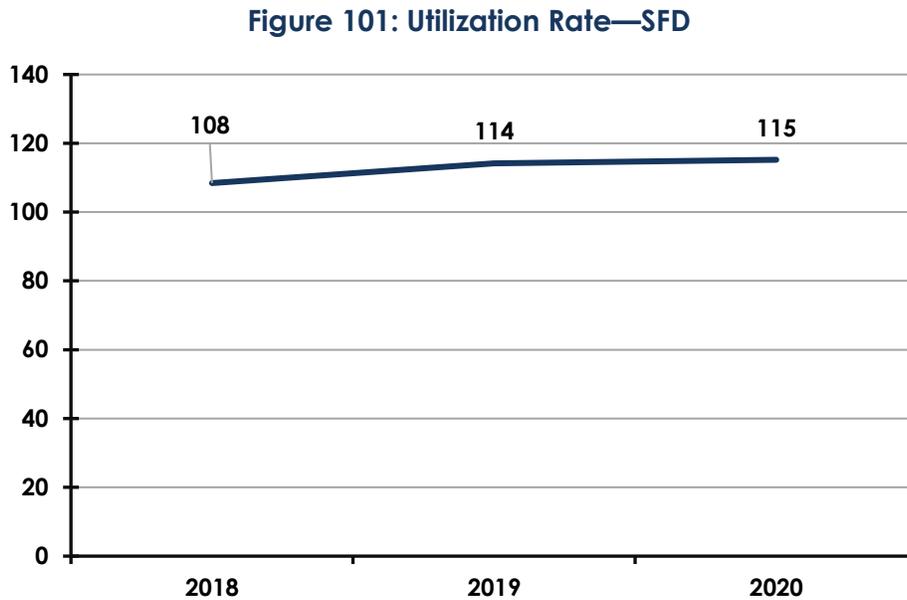
Figure 100: Call Received to Arrival by Hour of Day—CFD



Population Growth & Service Demand Projections

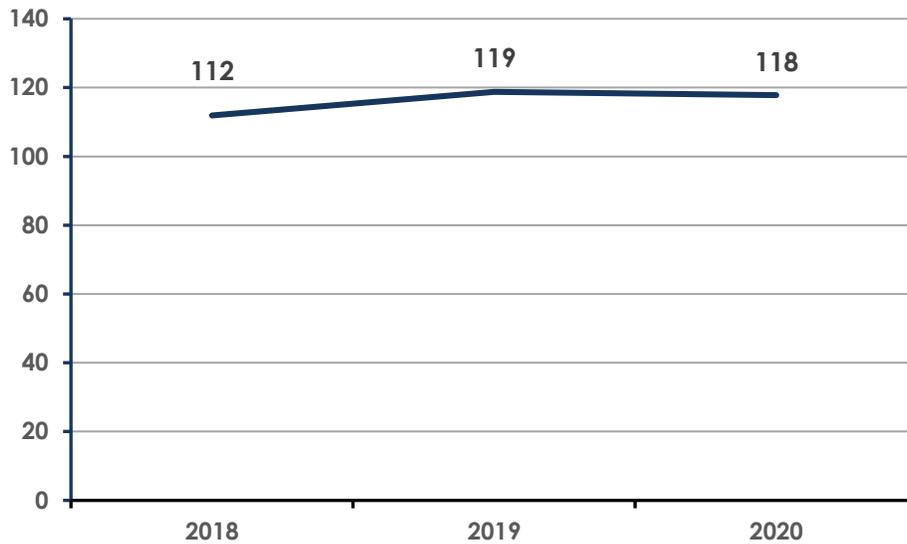
Historical Population Growth

Over the last three years, the utilization rate of SFD per 1,000 population has generally increased, as shown in the following figure. However, it is projected that utilization will stabilize at 112 per 1,000 population through 2040.



Over the same period, the utilization rate of the CFD per 1,000 population also had increased, as shown in the following figure. The rate during 2019 increased, but in 2020, the rate was lower at 118 incidents per 1,000 population. It is projected that utilization will stabilize at 117 per 1,000 population through 2040.

Figure 102: Utilization Rate—CFD



A forecast for future population can be calculated using the latest growth rate data based on the census population. SFD has the smallest overall population, with approximately 21,250 residents. CFD has the largest population in the study area, with approximately 211,894 residents. The population is expected to grow based on the historical growth rate. The projected population growth for each organization is shown in the following figures.

Figure 103: Population Projections—SFD

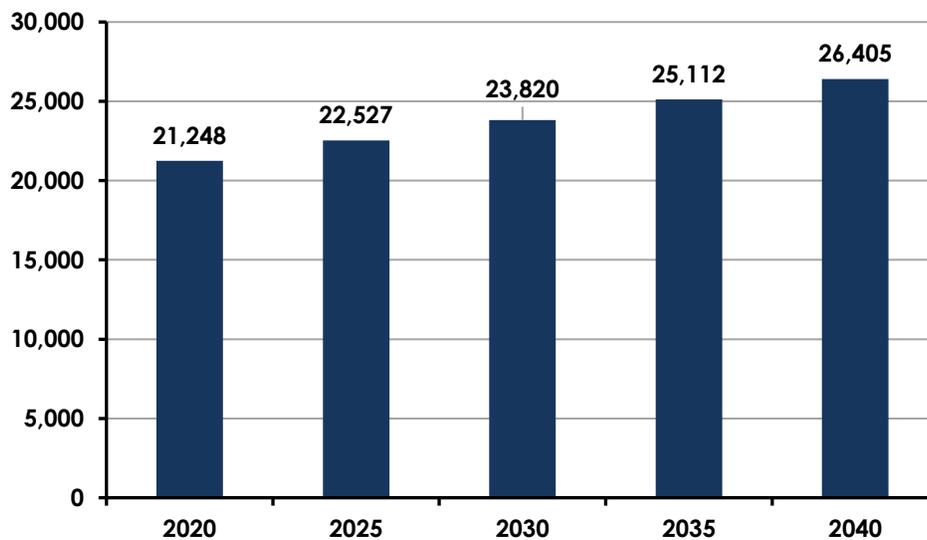
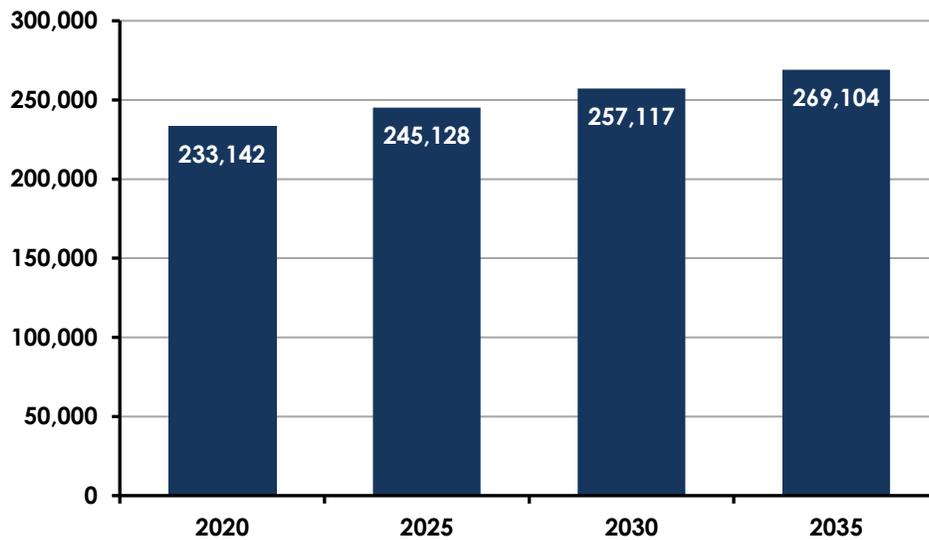
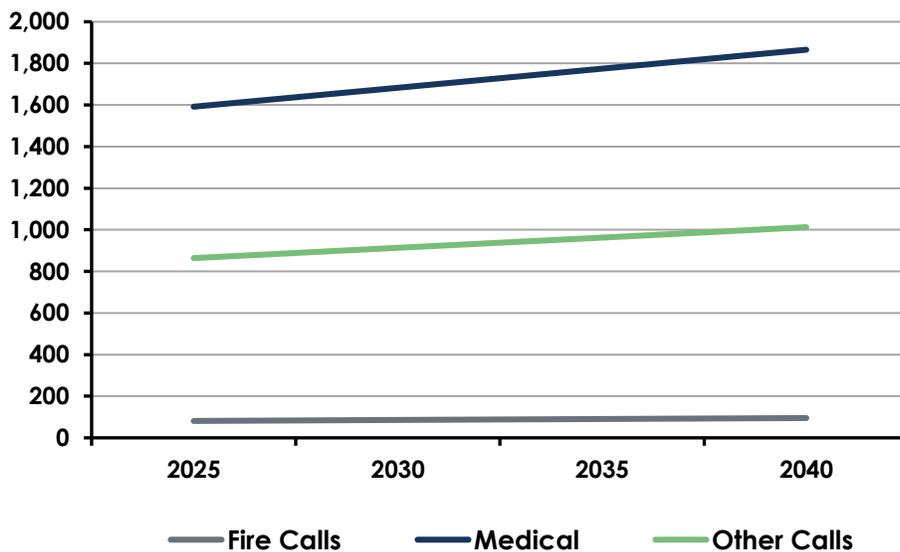


Figure 104: Population Projections—CFD



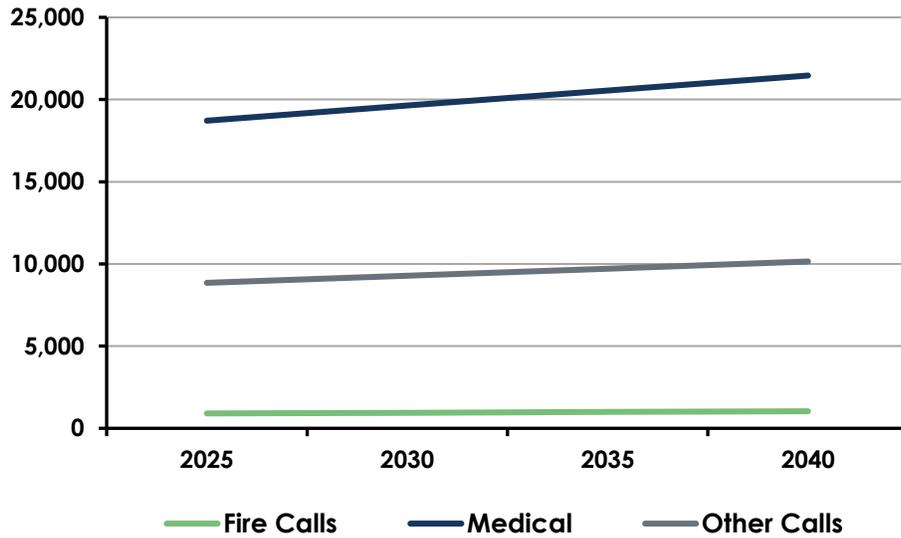
The following figure shows that using the census-based forecasted population growth will potentially increase each district's workload. Although fire workload is expected to remain stable, requests for emergency medical services are expected to increase.

Figure 105: Workload Projections—SFD



SFD workload is projected to increase to over 2,900 incidents by 2040.

Figure 106: Workload Projections—CFD



CFD workload is projected to increase to nearly 30,000 incidents by 2040.

Combined Results of the Districts

The combined population would be over 245,100 residents, projected to increase to over 281,000 residents by 2040. As a result, the combined projected workload would be over 32,600 incidents by 2040.

Introduction to the Survey Results & Stakeholder Interviews

Introduction to the Community Town Hall & Survey

As a part of this study, each fire district sought community input and opinions from their residents and local business owners. On January 4, 2022, AP Triton facilitated a virtual Community Town Hall for SFD and CFD. Over 70 community members were present. During the Town Hall, the purposes of this study were described, and the community was introduced to the survey, which was designed to identify the following:

- **Expectations.** What do you expect of your Fire Districts? This would include such things as level of service, type of service, and the behavior of fire department personnel.
- **Positives.** What do you think the districts do particularly well?
- **Concerns.** What concerns do you have about the districts (the services they deliver, or the way in which they deliver them)?
- **Service priorities.** Of the services provided by the fire districts, which are more or less important to you?
- **Partnership opportunities.** What advantages or disadvantages do you see with expanding the districts partnership opportunities?
- **Other thoughts.** What other ideas do you have to share with the districts as they begin this project?

The survey was completely anonymous and confidential. There were 220 responses. Details of the survey will be found in Appendix A.

Introduction to the Stakeholder Interviews

Triton interviewed a wide variety of the fire districts' internal and external stakeholders. These interviews aimed to understand better issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services, and expectations from community members.

It is important to note that the information solicited and provided during this process was in the form of "people inputs" (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. Therefore, all information was accepted at face value without an in-depth investigation of its origination or reliability.

The project team reviewed the information for consistency and frequency of comment to identify specific patterns or trends. Multiple sources confirmed the observations, and the information provided was significant enough to be included in this report. Based on the information reviewed, the team identified a series of observations and recommendations and felt they were significant enough to be included in this report

Stakeholders were identified within the following groups: Elected Officials, Department Heads, Business Community Leaders, Citizens, Chief Officers, Labor Leaders, Volunteer/Reserve Firefighters. Rank & File, and Administrative Staff. Details of the stakeholder interviews have been documented in Appendix B.

Section II: SUPPORT PROGRAMS

Dispatch & Communications

The Clackamas County Department of Communications (C-COM) is the primary Public Safety Answering Point (PSAP). C-COM provides dispatch and communication services to six law enforcement agencies and nine fire departments and fire protection districts in Clackamas County—including Sandy Fire District #72 and Clackamas County Fire District #1.

For Clackamas County residents in Lake Oswego, West Linn, and Milwaukie, 9-1-1 calls are answered and dispatched by the Lake Oswego Communications Center (LOCOM). Neighboring PSAPs include the Bureau of Emergency Communications (BOEC) in Multnomah County, the Washington County Consolidated Communications Agency (WCCCA) to the west, and Marion Area Multi Agency Emergency Telecommunications (METCOM) to the south.

C-COM funding comes from the Oregon State 911 Excise Tax and agency user fees. Call-Taker/Dispatchers are certified by the Oregon Department of Public Safety Standards & Training (DPSST) in the Basic Telecommunications course. C-COM uses the ProQA Dispatch Software to provide criteria-based dispatch, Emergency Medical Dispatch (EMD), and pre-arrival instructions for medical emergencies.

Training & Continuing Medical Education

A comprehensive training program is one of the most critical factors in ensuring the delivery of safe and effective emergency services. Firefighters, officers, and EMS providers must acquire and maintain appropriate initial training, ongoing training, and continuing medical education (CME) to meet the mission of service effectiveness and safety. In the absence of necessary training, personnel and citizens could be exposed to preventable dangers, and the fire service organization could be exposed to liability. Well-trained personnel also can contribute to improved emergency incident outcomes and community services.

The initial training provided to personnel is essential and must be followed with regular, ongoing verifiable training. This is accomplished by ensuring enough high-quality instructors are available with access to training grounds and good training material. This is critical in ensuring skill and knowledge acquisition, retention, and competency. All training activities should be formal and follow a prescribed lesson plan to meet specific objectives. A safety message and dedicated safety officer should be included in all training sessions involving manipulative exercises.

Sandy Fire District #72

Under the terms of the previously discussed Intergovernmental Agreement, most recently signed on July 1, 2021, SFD receives training services from the Clackamas Fire District #1. This agreement addresses training policies and standards, training delivery, volunteer training, entry-level firefighter training, and move-up company coverage for training sessions. As a result, both career and volunteer SFD personnel receive the training equivalent to CFD personnel and are on the same training schedule.

Sandy Fire District #72 utilizes Vector Solutions® (previously TargetSolutions®) software for records management and online training delivery. Clackamas Fire District #1 creates and delivers all training content and manages the records in the software. SFD personnel are responsible for individual data entry and assignment completion. A quarterly compliance report is provided to SFD officers by the CFD Training and Safety Division.

SFD has a presence in wildland firefighting with Firefighter Type 1 (FFT1), Firefighter Type 2 (FFT2), and Engine Boss personnel certification levels. In addition, hazardous material certifications and associated training are also done at the Awareness and Operations level.

SFD has an internal annual training budget of \$40,160. Under the terms of their IGA, CFD is currently compensated at \$95,680 for training services provided from July 2021 through June 2022. Both SFD and CFD will mutually agree upon future compensation.

Clackamas Fire District #1

Clackamas has a comprehensive training program under the direction of the Battalion Chief of Training and an EMS Training Captain. The CFD Training & Safety Division is responsible for various training, including swift water rescue, rope rescue, structural and wildland firefighting, hazardous materials incident response, and collapse rescue. Personnel are trained to a minimum of FFT2 for wildland firefighting and up to a technician level for hazardous materials.

While training occurs at all CFD fire stations, most hands-on skills practice occurs at the district's training center, consisting of a five-story and three-story tower. Several training props are also available for various disciplines, including ventilation, USAR, confined space, live fire, and extrication. Acquired structures are also used to facilitate training when available. Training safety procedures are utilized, and a safety officer is present when indicated. All instructors are certified to the level of NFPA Instructor 1 & 2.

Clackamas Fire District #1 also utilizes Vector Solutions® software for records management and online training delivery. Training administration is responsible for entering training records, including that which is delivered daily, along with company training records. In addition, fire, EMS, and other certifications are tracked.

CFD has a training budget of \$623,846 to accomplish its goal of providing realistic, accurate, relevant, and continual training that builds and enhances the skills of its personnel. In the latest year, 332 personnel were trained and completed 70,850 hours of training.

Comparison of Training & CME Programs

Due to the IGA between SFD and CFD, there are many similarities between the two districts' training programs analyzed in the following section. However, the basis for all effective training is utilizing established standards. These standards include the National Fire Protection Association (NFPA), the International Fire Service Training Association (IFSTA), the International Fire Service Accreditation Congress (IFSAC), the Oregon Department of Public Safety Standards and Training (DPSST), and the Oregon Health Authority (OHA).

General Training Competencies

The following figure compares the general training topics and certification levels provided by Sandy Fire District #72 and Clackamas Fire District #1.

Figure 107: General Training Competencies

General Training	Clackamas Fire	Sandy Fire
Incident Command System	Yes	Yes
Accountability Procedures	Yes	Yes
Training SOGs	Yes	Yes
Recruit Academy	Internal	IGA w/Clackamas Fire
Special Rescue Training	Yes	Yes
Hazmat Certifications	Technician	Awareness/Operations
Wildland Certifications	Firefighter Type 2	Firefighter Type 2
Vehicle Extrication Training	Yes	Yes
Defensive Driving Program	No	Annual
Communications & Dispatch	Yes	Yes

The following figure compares the emergency medical training competencies for Sandy Fire District #72 and Clackamas Fire District #1.

Figure 108: EMS Training Competencies

EMS Training	CFD	SFD
Internal EMT/EMT-P Initial Training	External	External
CME Provided In-House	Yes	No (CFD)
BLS/ALS Skills Training	BLS/ALS	BLS/ALS

Training Delivery & Scheduling

The following figure compares the training methodologies utilized by SFD and CFD.

Figure 109: Training Provided & Methodologies Utilized

Training Provided	CFD	SFD
Manipulative skills & tasks	Yes	Yes
Fire training requirements	Yes	Yes
EMS training requirements	Yes	Yes
Training hours tracked	Yes	Yes
Use of lesson plans	Yes	Yes
In-house or commercial	Both	Unspecified
Night drills	Weekly	Weekly
Multi-agency drills	Yes	Annual
Inter-station drills	Monthly	Monthly-Quarterly
Disaster drills	Annual	Annual
Pre-fire planning included	Yes	Yes

Life Safety Services & Prevention Programs

The life safety and prevention program within a fire department should be the foundation of all provided activities. These programs provide for the prevention of fires, injuries, and loss of life for civilians and firefighters, environmental harm, and property damage. In addition, the proactive involvement of a fire department through the delivery of these programs provides for the highest return on investment of funding.

The following fundamental components should be utilized to create an effective life safety and prevention program.

- Code enforcement activities
- New construction inspection and involvement
- General inspection program
- Fire and Life-Safety public education programs
- Fire investigation programs
- Pre-incident planning
- Statistical collection and analysis

Sandy Fire District #72

SFD does not maintain a dedicated life safety and prevention division. Related activities are handled by an independent contractor and firefighters working in combined roles under the direction of the Fire Chief. The district has adopted the *2019 Oregon Fire Codes* and the Code of Ordinances for the City of Sandy. There is currently no local sprinkler ordinance in place.

New construction and tenant improvement plans are completed, and a Knox® entry system program is in place. Fire hydrant flow records are maintained when triggered by new construction.

SFD performs routine fire inspections on commercial properties utilizing a one to three-year inspection rotation. A citation process is in place but not currently enforced. Therefore, while a policy is in place, it is not utilized, and there is currently no charge for routine inspections or reviews.

A Firefighter working in a combined role is currently assigned to public education and public information officer. Many of the SFD public education programs are currently postponed due to the COVID-19 pandemic. In addition, SFD conducts fire-cause determinations with assistance from law enforcement partners and the Deputy DA. This is completed by the Fire Chief serving in a combined role.

The Sandy Fire District does not currently have a Community Risk Reduction (CRR) plan or have completed a Community Risk Assessment. However, the district manages and maintains fire prevention records and can provide reports when requested.

Clackamas Fire District #1

CFD maintains a Fire Marshal and Community Risk Office, which upholds a mission to protect and preserve life and property through education, engineering, and enforcement. The office is staffed by a Fire Marshal, three Deputy Fire Marshals, six Fire Inspector/Investigators, two Public Educators, and one Administrative Assistant. The district has adopted the *2019 Oregon Fire Codes* with a local ordinance for cost recovery. There is currently no local sprinkler ordinance in place.

New construction and tenant improvement plans are completed, including reviewing fire apparatus access and water supply items. CFD also assists with acceptance testing and building finals. A Knox® entry system program is in place and managed by the Fire Marshal's Office. The local water purveyors maintain fire hydrant flow records.

CFD performs routine fire inspections on commercial properties utilizing a one to four-year inspection rotation. High to moderate risk occupancies are inspected every two years. Citations are issued after three or more inspections, and a cost recovery process is in place. There is currently no charge for routine inspections or reviews.

A Deputy Fire Marshal is assigned to public education. CFD conducts fire-cause determinations with assistance from law enforcement partners. This is completed by utilizing seven IAAI-certified fire investigators with proper scene control, photographs, equipment, and records. All evidence is collected and handled by law enforcement.

CFD conducted a Community Risk Assessment and CRR plan, completed in 2019 and is currently in revision. In addition, the district manages and maintains fire prevention records utilizing the ESO Software system, with reports provided monthly.

Comparison of Life Safety Services

The following figures compare the life safety services currently provided by SFD and CFD. The next one defines the various public education programs currently provided by the Clackamas and Sandy Fire Districts.

Figure 110: Public Education Programs

Public Education Programs	CFD	SFD
Annual fire prevention report	Yes	No
Babysitting safety classes	Yes	No
Bilingual info available	Yes	Yes
Calling 9-1-1	Yes	Yes
Carbon Monoxide Alarm installations	Yes	Yes
CPR courses, BP checks	Yes	Yes
Curriculum used in schools	Yes	No
EDITH (exit drills in the home)	Yes	Yes
Eldercare and safety	Yes	No
Fire brigade training	No	No
Fire extinguisher use	Yes	Yes
Fire safety	Yes	Yes
Injury prevention	Yes	Yes
Juvenile fire-setter program offered	Yes	No
Publications available to the public	Yes	Yes
Smoke alarm installations	Yes	Yes
Wildland interface education offered	Yes	Unspecified

The next figure defines the various code enforcement activities currently provided by the fire districts.

Figure 111: Code Enforcement Activities

Code Enforcement Activity	CFD	SFD
Consulted on new construction	Yes	Yes
Fees for inspections or reviews	Yes	No
Hydrant flow records maintained	Water Purveyors	New Construction
Key-box entry program	Knoxbox®	Knoxbox®
Perform occupancy inspections	Yes	Yes
Perform plan reviews	Yes	Yes
Sign-off on new construction	Yes	Yes
Special risk inspections	Yes	Yes
Storage tank inspections	No	Yes
Company Inspections (pre-plan)	Yes	Yes

Technical Rescue Services

All-hazards fire protection districts must be prepared for any emergency, including incidents involving technical rescue services. Such services can include vehicle machinery extrication, high-angle rope rescue, confined space rescue, water rescue, trench, and collapse rescue situations. These types of incidents require a broad mix of specialized equipment and training in addition to standard operating guidelines and human resources.

Sandy Fire District #72

SFD provides minimal technical rescue services focusing solely on surface water and swift water rescue. This mission is accomplished with a mix of internal shift personnel and regional partnerships.

An annual budget of \$37,470 supports the surface water and swift water rescue program. Personnel receive a minimum of 24 hours of training annually and follow response guidelines and procedures put in place by SFD and the Clackamas County Water Rescue Consortium. Records are maintained for all ropes designated for life-safety use.

Clackamas Fire District #1

CFD provides a full complement of technical rescue services, including confined space rescue, low-angle and high-angle rope rescue, trench and structural collapse rescue, vehicle and machinery rescue, and surface water and swift water rescue. This mission is accomplished with a mix of internal shift personnel and regional partnerships. A minimum of two CFD technical rescue team (TRT) members are on-duty at all times.

An annual budget of \$129,362 supports the technical rescue services program. Personnel receive a minimum of 40 hours of training annually, with the current training calendar set at 72 hours per year. Personnel follow response guidelines and procedures put in place by CFD and the Clackamas County Water Rescue Consortium. Records are maintained for all ropes designated for use as life safety by the water rescue team.

CFD utilizes a wide range of vehicles and equipment to accomplish its mission regarding technical rescue services. For example, HR305, Truck 316, Urban Search & Rescue (USAR) 316, and USAR 305 combine to carry confined space rescue equipment, low-angle, high-angle rope rescue, trench and structural collapse rescue, and vehicle and machinery rescue. In addition, for surface water and swift water rescues, CFD utilizes two jet boats, two rafts, rope rescue gear and has recently taken delivery of a low water jet.

Clackamas County Fire District #1 was one of the founding members of the Oregon USAR Task Force. This task force can provide technical rescue services anywhere in Oregon in coordination with the Oregon State Fire Marshal's office.

Comparison of Technical Rescue Services

The following figure compares the technical rescue services currently provided by the fire protection districts.

Figure 112: Special Operations Services

Technical Rescue Services	CFD	SFD
Confined space rescue	Yes	No
High-angle rescue	Yes	No
Low-angle rescue	Yes	No
Trench collapse rescue	Yes	No
Structural collapse rescue	Yes	No
Vehicle/machinery rescue	Yes	No
Surface water rescue	Yes	Yes
Swift water rescue	Yes	Yes
Partnership with regional agency	Internal	Yes

Emergency Management

Emergency planning and management are extremely important for all locations but especially critical for areas such as Clackamas County, which has the potential for earthquakes, flooding, wildfires, landslides, hazardous materials and pollution, and volcanoes. Once a low priority in the public's minds, emergency management has risen to the conscious level of everyday life. With the seeming increase in occurrence and intensity of natural disasters, emergency management is quickly becoming one of the highest priorities of fire and EMS organizations. In addition, the COVID-19 pandemic has further reinforced the critical need for emergency planning. Comprehensive emergency planning and management make it possible to manage the entire life cycle of any potential crises that a community may face.

Sandy Fire District #72

SFD currently conducts emergency planning and management with the assistance and direction of Clackamas County Disaster Management. Emergency planning documents are in place and adopted by elected officials. These plans are published and available to all stakeholders. All planning documents are reviewed periodically.

Clackamas Fire District #1

CFD currently conducts emergency planning and management with the assistance and direction of Clackamas County Disaster Management. Emergency planning documents, such as an Emergency Operations Plan, Natural Hazard Mitigation Plan, and County Wildfire Protection Plan, are in place and adopted by elected officials. CFD provides specific input on these documents, especially in areas such as emergency support function annexes. These plans are published and available to all stakeholders either in person or via websites. All planning documents are reviewed periodically.

In 2015, CFD management and elected officials adopted a Standard of Cover based on the Commission on Fire Accreditation International's 8th Edition Self-Assessment Manual. In 2020, CFD management adopted an update that included specific areas such as COVID-19 and wildfires. A 2021 revision was in process during this study.

Clackamas County Disaster Management

Clackamas County Disaster Management is staffed with a Disaster Manager, Resilience Coordinator, Deputy Disaster Manager, and a Community Planning Coordinator. This county-wide disaster management approach is utilized to minimize the impact of natural and human-caused incidents. Disaster management operates in the following areas.

- Hazard awareness
- Emergency planning
- Incident prevention
- Hazard mitigation
- Emergency response
- Disaster recovery

Many planning documents and public education and outreach are available on the Clackamas County Disaster Management website. As an additional emergency management tool, the Everbridge notification system is utilized by Clackamas County to keep residents and visitors informed of critical events.

Section III: FUTURE OPPORTUNITIES FOR COOPERATIVE EFFORTS

General Findings & Recommendations

The following section entails general recommendations based on the data, information, and observations of the AP Triton Project Team.

SFD Findings & Recommendations

- The highest demand for service is in the area of Station 71, and SFD should ensure adequate staffing and apparatus is available 24 hours daily.
- SFD needs to monitor the demand for service within its response area as a second staffed station may be required in the future.
- SFD requires additional administrative support. Expansion of the agreement with CFD to include this support should be considered.
- Consider moving water rescue gear to a location outside the apparatus bay at Station 71.
- Recommend constructing a path to the accessibility ramp at the Station 71 annex facility.
- Station 73 appeared to have an insect problem with dead insects inside and outside the facility. Therefore, consider developing options to ensure regular cleaning and any necessary pest control at Station 73.
- Property tax revenue has increased.
- Property tax revenue growth is limited by state legislation, although it has increased at SFD annually from FY 2017 through FY 2021.
 - The costs associated with the expanded service agreement with Clackamas County District #1 result in a significant operating cost to SFD that—absent increased or supplemental revenue sources—appears to be financially unsustainable.
 - SFD will need to pursue additional funding sources to continue this agreement.
 - Volunteer firefighter recruitment and retention should continue at SFD.
- SFD personnel assigned to operations should be allowed to participate in the Clackamas Fire District #1 Wellness Program.

CFD Findings & Recommendations

- A significant service contract with a neighboring agency expired in June of 2021, and the employees assigned to that contract were absorbed into the operations of CFD, creating an additional strain on financial resources.
 - Pension and OPEB costs are significant amounts and are limiting the abilities of the district to meet or expand its services to the community
 - CFD will need to pursue additional funding sources to sustain its current services.
- CFD should perform a time and motion study to evaluate the current needs related to administrative support of the fire district

Joint Recommendations

- Develop a quarterly newsletter that will serve the staff of both fire districts.
- Conduct a security assessment of all fire stations in both districts to ensure each is adequately protected.
- Regardless of whether SFD and CFD consolidate, the two labor groups should finalize the necessary steps to merge their locals.
- SFD and CFD should develop standardized job descriptions for each position at their respective organizations.
- Develop standardized response performance standards based on national standards but customized for each fire district's specific geographic areas and population densities. This may be a combination of NFPA 1710 and NFPA 1720.
- The medic units at CFD have the highest UHU rates, most calls are within 8 minutes of an SFD or CFD fire station, and the most frequent incidents occur at senior centers and assisted living facilities.
 - Consider adding EMS resources to the overall system.
- Call processing and turnout time performance at SFD and CFD exceed the recommended national standards.
 - SFD and CFD should work with the Clackamas County Department of Communications to determine if there may be options to improve call processing times.
 - The two districts should jointly publish a quarterly report showing the previous three month's response performance of each individual company by shift.
- The two districts should develop a formal agreement with the local college to establish a regional training site.

Partnering Strategies & Options for Shared Services

Sandy Fire District #72 and Clackamas Fire District #1 have several partnering options available to them in accordance with Oregon statutes. CFD will be familiar with these options because of its prior experience with mergers and annexations. Although not necessarily described by state statute, the following terms differentiate between the various approaches to partnering.

Definition of Terms

- **Status Quo**—no change in the current relationship and intergovernmental agreement. The existing conditions and relationship between the two fire districts are maintained.
- **Intergovernmental Agreement (IGA)**—a contract for services between agencies as provided for by ORS 190, often referred to as “190 Agreements.” There are two major subtypes of IGAs, as follows:
 - *Functional Partnership*—Shared or contracted programmatic services at the functional level, such as training, fire prevention, logistics, or support services.
 - *Operational Partnership*—Shared or contracted operational services at the operational level, such as shift commander coverage, emergency response, or operational staffing.

In some states, these IGAs are referred to as “collaborations” and are categorized as Administrative Collaborations, Functional Collaborations, and Operational Collaborations. Each of these entails different components.

The current interlocal agreement (IGA) between SFD and CFD represents a combination of a Functional and Operational Partnership.

- **Legal Integration**—Combining two or more agencies into one, including all aspects of administration, governance, policy, financing, functions, and operations. These generally occur in three forms: consolidation, merger, and annexation.
 - *Consolidation*—a form of legal integration in which two or more agencies form a new successor agency.
 - *Merger*—a form of legal integration in which one or more agencies cease to exist by being absorbed into a single surviving district.

- *Annexation*—a form of legal integration where an agency extends beyond its boundary to incorporate an adjacent district's boundaries. At the same time, the law allows one agency to expand its boundaries to annex another agency into its service area. However, a district may only do so if the involved agencies are formed under a differing statutory authority or if an agency dissolves, rendering it available for annexation.²²

The following section describes in more detail the various partnering options available to Sandy Fire District #72 and Clackamas Fire District #1.

Option 1: Maintain Status Quo

This option continues the current status of the two organizations without change. SFD and CFD continue to do business as usual, cooperating with and supporting each other as is currently done, with no change to governance, staffing, or deployment of resources.

Currently, the two fire districts are engaged in an IGA, so the status quo would include a continuation of the current collaboration. The collaborative practices expressed in the existing IGA executed in June 2021 remain in effect. The IGA requires that Sandy Fire District #72 compensate Clackamas Fire District #1 in exchange for providing services to SFD in the following areas:

- Fire and EMS training
- Operations
 - Command and control services
 - Station 18 staffing
- Fleet services

Option 2: Legal Integration

Oregon Law provides the complete integration of agencies as described at the beginning of this section. All three forms of integration (merger, consolidation, or annexation) require an affirmative vote of the electorate of the affected jurisdictions. The outcome of the three approaches is essentially the same, resulting in one legal entity (in this case, a fire district), where once there were two. In addition, the law addresses the apportionment of existing debt and the makeup of the resulting governing board. Of the various options for shared service, legal integration requires specific legal processes.

The integration of fire protection services involves a change in the governance of one or more entities; the process is guided by ORS 190, ORS 198, and ORS 478. Fire protection districts typically have the power to merge and consolidate with other service providers much more freely. In addition, to take advantage of economies of scale, cities sometimes annex to neighboring fire districts and more effectively plan for the orderly expansion of the city within its urban growth boundary.

Option 2-A: Merger

In the State of Oregon, a complete integration of fire districts can be accomplished in one of two ways by statute: merger or consolidation.^{23, 24}

A merger occurs when one or more fire districts are fully absorbed into and become part of another fire district. For two fire districts to merge, one ceases to exist (merging agency), and the other becomes the surviving entity (merger agency). The employees and volunteers of the merging agency are transferred to the merger agency, and the elected positions are either eliminated from the merging district or brought into the merger district through an agreement to re-configure the composition of the Board of Directors.

A merger between SFD and CFD would require determining which agency will be the surviving agency and which will dissolve. It is logical to assume that Clackamas Fire District #1 would be the surviving agency due to its size and history of acquiring other fire districts through mergers. The permanent tax rate of the integrated agency is equivalent to a rate that produces the same amount of revenue as would have otherwise been provided had the merger not occurred. The merger is subject to the approval of the respective boards and the communities' voters.

Option 2-B: Consolidation

While similar to a merger, a consolidation is different and occurs when both districts cease to exist, and an entirely new fire district is formed. Like a merger, employees and volunteers become members of the newly formed fire district. A newly elected Board of Directors replaces existing elected official positions of both districts. In addition, new foundational documents, such as policies, ordinances, IGAs, and resolutions, must be created, requiring additional administrative and legal work.

The fiscal process is the same as in a merger in that the permanent tax rate of the new consolidated agency is equivalent to a rate that produces the same amount of revenue as would have otherwise been provided had the consolidation not occurred. Again, as with a merger, a consolidation requires the approval of the district's electorate.

Option 2-C: Annexation

The ORS states: “Annexation includes the attachment or addition of territory to, or inclusion of territory in, an existing district.”²⁵ Annexations are more typical in a city/fire district relationship, where a city annexes portions of adjacent unincorporated areas within a fire district jurisdiction.

Conversely, some cities have successfully asked voters to approve the annexation of the city into the fire district and subsequently levy an agreed-upon tax rate to be collected and transferred to the fire district. As a result, the fire district assumes all responsibility for fire protection within the district and city boundaries.

In the case of SFD and CFD, complete annexation between the two fire districts can occur only if one takes the step of dissolving, immediately followed by the surviving district taking action to annex the area served by the dissolved district. Planned annexations must be done in this sequence, as state law prohibits one agency from annexing the entire service area of another agency with the same statutory authority.²⁶

Consolidation Recommendations to Policymakers

Recommended Option

When considering options for integration between Sandy Fire District #72 and Clackamas Fire District #1, Triton recommends the fire districts pursue an expanded functional, administrative, and operational partnership through an Intergovernmental Agreement. Currently, this option appears to be the most viable from an operational, organizational, and administrative perspective and—most significantly—from a political perspective.

Triton Recommends: AN EXPANDED FUNCTIONAL & OPERATIONAL PARTNERSHIP

Rationale for a Long-Term Partnership

As shown in this report, Triton conducted multiple interviews with employees, volunteers, and elected officials from both fire districts and citizens and individuals not directly affiliated with either organization. Much of the feedback indicated little support at the time of the study for a legal integration of SFD and CFD.

Therefore, Triton recommends that Clackamas Fire District #1 and Sandy Fire District #72 expand their existing functional and operational partnership into an Interlocal Agreement for Clackamas Fire District #1 to assume all functions and activities, also known as “All Fire Protection and Emergency Medical Services” of Sandy Fire Protection District #72 until the elected official deems the timing for legal consolidation is appropriate.

General Terms of an Intergovernmental Agreement

Triton believes that the most logical course for a long-term (initially five years) partnership would be for Clackamas Fire District #1 to assume the role of managing all the operations and functions of Sandy Fire District #72 in exchange for a negotiated fee.

When two or more agencies enter into a collaborative relationship through an IGA, no permanent organizational commitment is made, and all decision-making power remains with individual organizations. Interagency collaboration may include participation in activities such as local fire management associations (e.g., fire defense boards), mutual aid agreements, and interagency disaster-planning exercises.

As a rule, most modern fire agencies consistently operate in a collaborative approach. In some cases, this close collaboration can eventually result in some form of legal integration.

Oregon State law prioritizes and supports intergovernmental cooperation, granting cities and special districts broad power to contract with other governmental entities to perform their legitimate agency functions.²⁷ Specifically, ORS 190.007 declares that "...in the interest of furthering economy and efficiency in local government, intergovernmental cooperation is declared a matter of *statewide concern* [emphasis added]."

ORS 190.010 gives local government the authority to enter into agreements that authorize the performance of a function or activity by:

- A consolidated department.
- There are means of facilities or equipment jointly constructed, owned, leased, or operated.
- An intergovernmental entity created by the agreement and governed by a board or commission appointed by, responsible to, and acting on behalf of the units of local government that are parties to the agreement.
- Jointly providing for administrative officers.
- A combination of the methods is described in that section.

In the case of Clackamas Fire District #1 and Sandy Fire District #72, the existing intergovernmental agreement addresses significant elements of fire district operations and administration. However, further cooperation can occur in other areas—including but not limited to a full operational contract for service.

Alternative Recommendation

As an alternative to a partnership, Triton recommends that Sandy Fire District #72 and Clackamas Fire District #1 consider **Option 2-A: Merger**. This option appears to be the most viable from an operational, organizational, and administrative perspective. However, this option would likely have political ramifications and require approval from the electorate. In addition, a key issue that must first be addressed is the assurance of long-term financial sustainability.

Benefits of a Merger to the Fire Districts

The primary benefactor of the recommended merger would not only be SFD, but the residents and visitors of the communities it currently serves. In addition, the service and resources provided by the larger fire district would result in improved administrative and operational coordination, enhanced support and program delivery, enhanced emergency operations, and a wider range of career opportunities for SFD employees.

Conversely, a merger could benefit Clackamas Fire District #1 and its residents and taxpayers. A merger would add skilled and experienced firefighters and administrative staff and additional resources in the form of equipment, apparatus, and other assets.

Components & Organizational Structure of a New Organization

The following section consists of recommendations for a potential new organization. This is presented only as a starting point for discussion and consideration. Ultimately, the two fire districts will need to determine what infrastructure will be the most viable.

In the event of some type of merger or operational collaboration, the following figure represents a potential "reorganization" of the two fire districts and the addition of a fourth battalion. It must be noted that this is presented for discussion purposes only, as, ultimately, the SFD and CFD will need to determine staffing and apparatus deployment throughout the response area.

Figure 113: Potential New CFD Battalion Reorganization in a Merger with SFD

Battalion/Station	Engines	Trucks	Wildland	Medic	Other	Staffing
Battalion 1						
Station 7	1	0	0	0	0	3
Station 14 (BC) ^A	1	0	3	0	0	3
Station 19	1	0	0	5	0	3
Station 21	0	0	0	1	0	(V)
Battalion Totals:	3	0	3	6	0	9
Battalion 2						
Station 1	1	0	0	0	2	3
Station 2	1	0	0	1	0	3
Station 3	1	0	0	3	0	5
Station 4 (BC) ^A	0	1	0	1	0	4
Station 5	0	0	0	1	0	4
Station 6	1	0	1	0	0	3
Station 8	1	0	0	0	0	3
Battalion Totals:	5	1	1	6	2	25
Battalion 3						
Station 9	1	0	1	0	0	3
Station 10	1	0	4	0	0	3
Station 11	1	0	2	0	0	3
Station 12	1	0	2	0	0	(V)
Station 13	1	0	1	0	0	(V)
Station 15	1	0	0	0	0	3
Station 16 (BC) ^A	0	1	0	2	0	6
Station 17	1	0	0	0	0	3
Station 20	0	0	1	0	0	(V)
Battalion Totals:	7	1	11	2	0	21
Battalion 4						
Station 18 (BC) ^A	1	0	2	0	0	3 V/C)
Station 12	1	0	2	0	0	(V)
Station 22 (SFD #71)	1	0	2	0	2	4
Station 23 (SFD #73)	1	0	0	0	0	(V)
Station 24 (SFD #74)	1	0	2	0	0	(V)
Battalion Totals:	5	0	8	0	2	7

(v) = Volunteer response in addition to career staff. (V/C) = Volunteer response in addition to career staff.

^ABattalion Chief quarters. ^B40-hour career engine crew; could be modified. ^CRescue or wildland unit.

Figure 114: CFD Battalion 1 (East) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 7	1	0	0	0	0	3
Station 14 (HQ) ^A	1	0	3	0	0	4
Station 18	1	0	1	1	0	3
Station 19	1	0	0	5	0	3
Station 21	0	0	0	1	0	(V)
Totals:	5	0	4	7	0	12

^ABattalion Chief quarters. (V) = Volunteers.

Figure 115: CFD Battalion 2 (North) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 1	1	0	0	0	2	3
Station 2	1	0	0	1	0	3
Station 3	1	0	0	3	0	5
Station 4 (HQ) ^A	0	1	0	1	0	4
Station 5	0	0	0	1	0	4
Station 6	1	0	1	0	0	3
Station 8	1	0	0	0	0	3
Totals:	5	1	1	6	2	25

(V) = Volunteers. ^ABattalion Chief quarters.

Figure 116: CFD Battalion 3 (South) Stations, Apparatus & Staffing

Battalion/Station	Engines	Trucks	Wildland	Other	Reserve	Staffing
Station 9	1	0	1	0	0	3
Station 10	1	0	4	0	0	3
Station 11	1	0	2	0	0	3
Station 12	1	0	2	0	0	(V)
Station 13	1	0	1	0	0	(V)
Station 15	1	0	0	0	0	3
Station 16 (HQ) ^A	0	1	0	2	0	6
Station 17	1	0	0	0	0	3
Station 20	0	0	1	0	0	(V)
Totals:	7	1	11	2	0	21
Grand Totals:	16	2	16	15	2	61^B

Financial Impact of a Merger

The financial impact of a merger would produce cost savings as administrative functions, technology, insurance, benefits, and possibly maintenance activities could be consolidated under a single program for each function. The elimination of a similar amount of revenue and expenses related to the service contract between Clackamas and Sandy would not affect the annual net results.

The following figure identifies sources of revenue available to fund all operating, capital, and debt service functions of each fire district with adjustments for eliminating the previously mentioned service contract between the two agencies.

Figure 117: Combined SFD/CFD Revenue Forecast (FY 2022 Adopted–FY 2027)

Type	2022 Adopted	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast	2027 Forecast
Sandy Fire District #72						
Taxes–GF	4,348,425	4,544,104	4,748,589	4,962,275	5,185,578	5,418,929
Recurring	4,348,425	4,544,104	4,748,589	4,962,275	5,185,578	5,418,929
Non-Recurring	32,308	50,000	50,000	50,000	50,000	50,000
Subtotal:	4,380,733	4,594,104	4,798,589	5,012,275	5,235,578	5,468,929
Clackamas Fire District #1						
Taxes–GF	60,367,923	62,782,320	65,293,293	67,904,704	70,620,573	73,445,076
Taxes–Debt	1,641,334	1,706,987	1,775,267	1,846,278	1,920,129	1,996,934
Recurring	62,009,257	64,489,307	67,068,560	69,750,982	72,540,702	75,442,010
Contract Income	418,219	426,583	435,115	443,817	452,694	461,748
Interest	200,000	204,000	208,080	212,242	216,486	220,816
Trans. Fees & ASA	1,050,000	1,071,000	1,092,420	1,114,268	1,136,554	1,159,285
OPEB Reimburse.	625,000	637,500	650,250	663,255	676,520	690,051
Other Reimburse.	752,355	767,402	782,750	798,405	814,373	830,661
GEMT	500,000	510,000	520,200	530,604	541,216	552,040
Other Revenues	244,000	248,880	253,858	258,935	264,113	269,396
Non-Recurring	3,789,574	3,865,365	3,942,673	4,021,526	4,101,956	4,183,997
Subtotal:	65,798,831	68,354,672	71,011,233	73,772,508	76,642,658	79,626,007
TOTALS:	70,179,564	72,948,776	75,809,822	78,784,783	81,878,236	85,094,936

Figure 118: Combined SFD/CFD Expenditure Forecast (FY 2022 Adopted–FY 2027)

Type	2022 Adopted	2023 Forecast	2024 Forecast	2025 Forecast	2026 Forecast	2027 Forecast
Sandy Fire District #72						
Recurring	4,203,214	4,447,573	4,632,780	4,826,724	5,029,874	5,242,723
Non-Recurring	678,092	—	—	—	—	—
Subtotal:	4,881,306	4,447,573	4,632,780	4,826,724	5,029,874	5,242,723
Clackamas Fire District #1						
Recurring	63,508,734	65,329,915	67,206,077	69,138,908	71,130,153	73,181,605
Non-Recurring	5,570,618	5,060,350	5,235,786	5,411,173	5,488,318	5,683,730
Subtotal:	69,079,352	70,390,265	72,441,863	74,550,081	76,618,471	78,865,335
TOTALS:	73,960,658	74,838,338	77,074,643	79,376,805	81,648,345	84,08,058

Section IV: PROCESS FOR PLANNING & IMPLEMENTATION

Planning & Implementation in the Event of a Legal Merger

If a merger strategy is chosen, it should be done as a collaborative planning process, addressing the restructuring of the agencies as they integrate at the policy level and at the operational, administrative, and support levels. Greater efficiency can be achieved if the collaboration is permanent, with one methodology, one set of work rules, one standardized level of service to the community, and one organizational structure to administer it.

Considering and implementing any of these recommendations starts first with a shared vision by the respective fire district Board members and leadership. Then, using the shared vision, goals, and objectives can propel the agencies toward the vision. This process tends to be the framework of an implementation plan for a merger.

This should not be a challenge for Sandy Fire District #72 or Clackamas Fire District #1, who have a history of collaborative efforts. In addition, CFD's experience with multiple previous mergers should result in a smooth planning and implementation process.

Establish Implementation Working Groups

Various Implementation working groups should be established that will be charged with the responsibility of performing the necessary detailed work involved in analyzing and weighing critical issues and identifying specific tasks. Membership for these implementation working groups should be identified as part of that process as well.

The following list provides some key recommended working groups used in most integration processes, and a description of some of their primary assigned functions and responsibilities. The actual number and titles of the working groups will vary depending on the type and complexity of the strategies pursued.

Joint Implementation Committee

This committee should be comprised of management representatives and some members of the Boards of each fire district. This may also include outside stakeholders, such as business and community interests. The responsibilities of this group are to:

- Develop goals and objectives which flow from the joint vision statement approved by the vision sessions.
- Include recommendations contained in this report where appropriate.
- Establish the workgroups and commission their work.
- Identify anticipated critical issues the workgroups may face and develop contingencies to address these.

- Establish timelines to keep the workgroups and the processes on task.
- Receive regular updates from the workgroup chairs.
- Provide regular status reports to the policymakers as a committee.

Governance Working Group

This group will examine and evaluate various governance options for the integration effort. A recommendation and the proposed process steps will be provided back to the Joint Implementation Committee. Once approved, this group is typically assigned the task of shepherding the governance establishment through to completion. The membership of this group typically involves one or more elected officials and senior management from each participating agency. Equality of representation is a key premise.

Finance Working Group

This group will be assigned to review the financial projections contained in the study and complete any refinements or updates necessary. In addition, the group will look at all possible funding mechanisms and work in partnership with the Governance Working Group to determine the impact on local revenue sources and options. The membership of this group typically involves senior financial managers and staff analysts and may also include representatives from each district's administrative staff.

Administration Working Group

Working in partnership with the Governance Working Group, this group will study the administrative and legal aspects of the selected strategies assigned and identify steps to ensure the process meets all administrative best practices and legal requirements. Where necessary, this group will oversee the preparation and presentation of policy actions such as proposed ordinances, joint resolutions, dissolutions, and needed legislation to the policymakers.

Legal & Technical Assistance

Triton strongly recommends that, at some point, legal counsel be retained to assist with and ensure that Oregon regulations are followed appropriately. The legal counsel should have experience and knowledge of integrating fire districts in Oregon. In addition, the *Special Districts Association of Oregon (SDAO)* provides a variety of research, technical assistance, and consultation to its members.

Logistics/Support Services Working Group

This group will be responsible for any required blending of capital assets, disposition of surplus, upgrades necessary to accommodate operational changes, and the preparation for ongoing administration and logistics of the cooperative effort. The membership of this group typically involves mid-level agency management, administrative, and support staff. Where involved, support functions such as maintenance or fire prevention may also be represented.

Operations Working Group

This group will address the details necessary to make operational changes. This involves a detailed analysis of assets, processes, procedures, service-delivery methods, deployment, and operational staffing. Detailed integration plans, steps, and timelines will be developed. The group will coordinate closely with the Logistics/Support Services Working Group. The membership of this group typically involves senior management, mid-level officers, training staff, volunteer leadership, and labor representatives. This list often expands with the complexity of the services provided by the agencies.

Impact on the ISO PPC

Any change in the ISO Public Protection Classification® cannot be predicted following a merger of Sandy Fire District #72 and Clackamas Fire District #1. This is because multiple variables are used to decide the final score, which only ISO can ultimately determine. Therefore, it will be important for the Clackamas leadership to meet with the local ISO representative to ascertain how a potential merger might affect their current PPC score.

Labor Working Group

This group will have the responsibility, where necessary, for blending the workforces involved. This often includes the analysis of differences between collective bargaining agreements, shifts schedules, policies, and working conditions. The process also includes work toward developing a consensus between the bargaining units on any cooperative agreement that would be proposed. Often, once the policymakers articulate the future vision, labor representatives are willing to step up and work together as a team to identify challenges presented by differing labor agreements and offer potential consensus solutions. The membership of this group typically involves labor representatives from each bargaining unit, senior management, and, as needed, legal counsel.

Interagency Communications Working Group

This group will be charged with developing an internal and external communication policy and procedure to ensure consistent, reliable, and timely distribution of information related exclusively to the cooperative effort. The group will develop public information releases to the media and will select one or more spokespersons to represent the communities in their communication with the public during this process. The importance of speaking with a common voice and theme both internally and externally cannot be overemphasized. Fear of change can be a strong force in motivating a group of people to oppose that which they do not clearly understand. A well-informed workforce and public will reduce conflict. The membership of the group typically involves public information officers and senior management.

Meet, Identify, Challenge, Refine, & Overcome

Once the working groups are established, they will set their meeting schedules and begin their various responsibilities and assignments. It will be important to maintain organized communication up to and down the chain of command. The working group chairs should also report regularly to the Joint Implementation Committee. When the working groups identify new challenges, issues, impediments, or opportunities, this needs to be communicated to the Joint Implementation Committee immediately to coordinate the information with the findings and processes of the other working groups. When necessary, the Joint Implementation Committee and a working group chairperson can meet with the policymakers to discuss significant issues that may require a refinement of the original joint vision.

The process is continued as the objectives of the implementation plan are accomplished one by one. When adequate objectives have been met, the Joint Implementation Committee can declare various goals as having been fully met, subject to implementation approval by the policy bodies. This formal turning over will mark the point at which implementation ends and integration of the agencies, to whatever extent has been recommended, begins.

Section V: APPENDICES

Appendix A: Strategic Partners—Community Survey

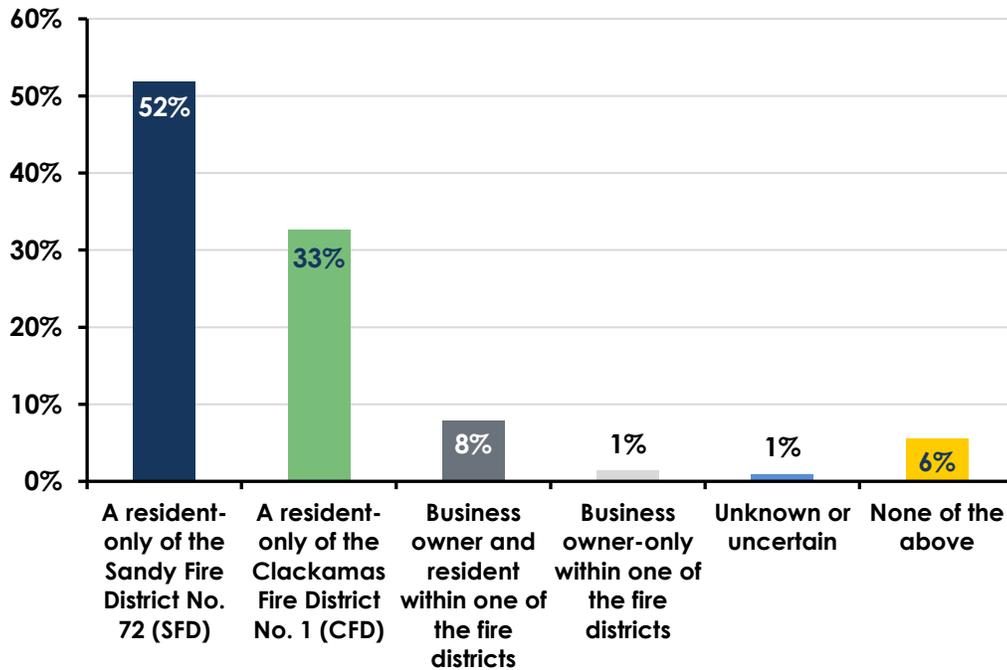
As a part of this study, the districts sought community input and opinions from their residents or local business owners. Therefore, on January 4, 2022, AP Triton facilitated a virtual Community Town Hall for SFD and CFD. Over 70 community members were present. During the Town Hall, the purposes of this study were described, and the community was introduced to the survey, which was designed to identify the following:

- **Expectations.** What do you expect of your fire districts? This would include such things as level of service, type of service, the behavior of fire department personnel.
- **Positives.** What do you think the districts do particularly well?
- **Concerns.** What concerns do you have about the districts (the services they deliver, or the way in which they deliver them)?
- **Service priorities.** Of the services provided by the fire districts, which are more or less important to you?
- **Partnership opportunities.** What advantages or disadvantages do you see with expanding the districts' partnership opportunities?
- **Other thoughts.** What other ideas do you have to share with the districts as they begin this project?

The survey was completely anonymous and confidential. There were 220 responses. The following summarizes the results of the survey.

Residency of the Respondents

Figure 119: Residency



Over half of the respondents were residents of SFD, followed by one-third of the respondents being residents of CFD.

Expectations

In general, both districts' residents and business owners expect prompt emergency services provided by trained professionals. Lesser but still prevalent expectations included the expectation of increased community involvement, four-person staffing on apparatus, and for the districts to be financially responsible.

Met Expectations

The districts received accolades for the quality of services provided, a collaboration between the districts to ensure the best levels of services, and their prompt, compassionate, and professional care.

Unmet Expectations

When asked whether there were any unmet expectations, most respondents noted that the districts met all expectations. Some areas of lesser mention were the need for additional resources and mutual aid, 4-person staffing on apparatus at all times, some service areas where response times could be quicker, and the need for increased community interactions and public education.

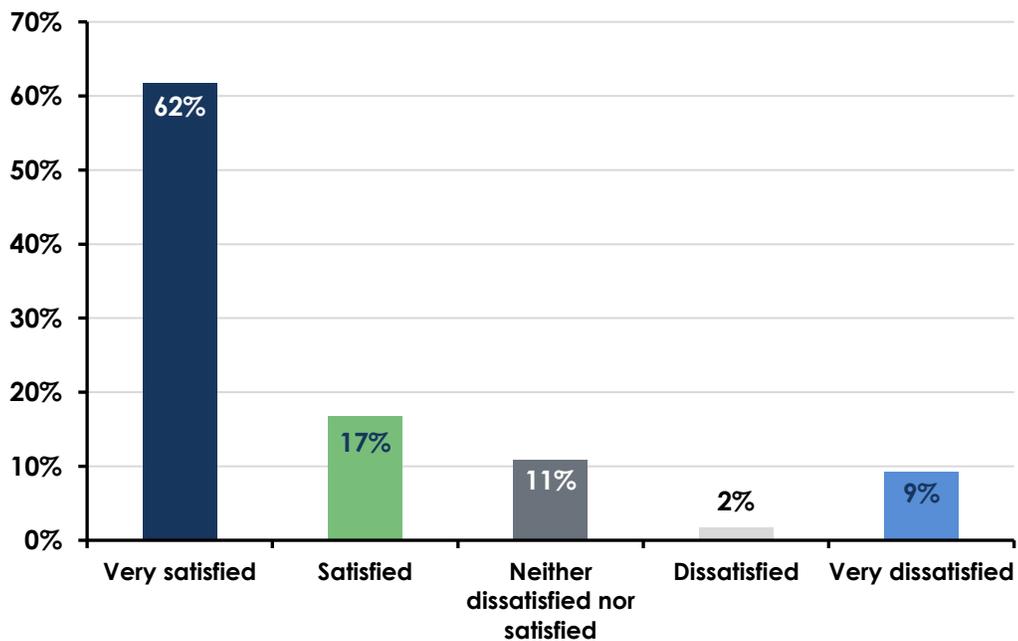
Concerns About the Fire Districts

Concerns about the districts centered around one major factor: having the necessary resources (equipment, personnel, and volunteers) to meet their service demands. Related to this, respondents expressed concern about controlling large fires and wildland incidents, keeping up with rapid community growth, and increasing service demand.

Satisfaction of Services

Overwhelmingly, respondents expressed great appreciation for the services their districts provide. Survey takers appreciated the leaders of both Fire districts taking the initiative of thinking outside of the box on how best to provide high quality, proficient, cooperative, and timely services to the citizens they protect. Nearly 80% of all respondents were either satisfied or very satisfied with the districts' services.

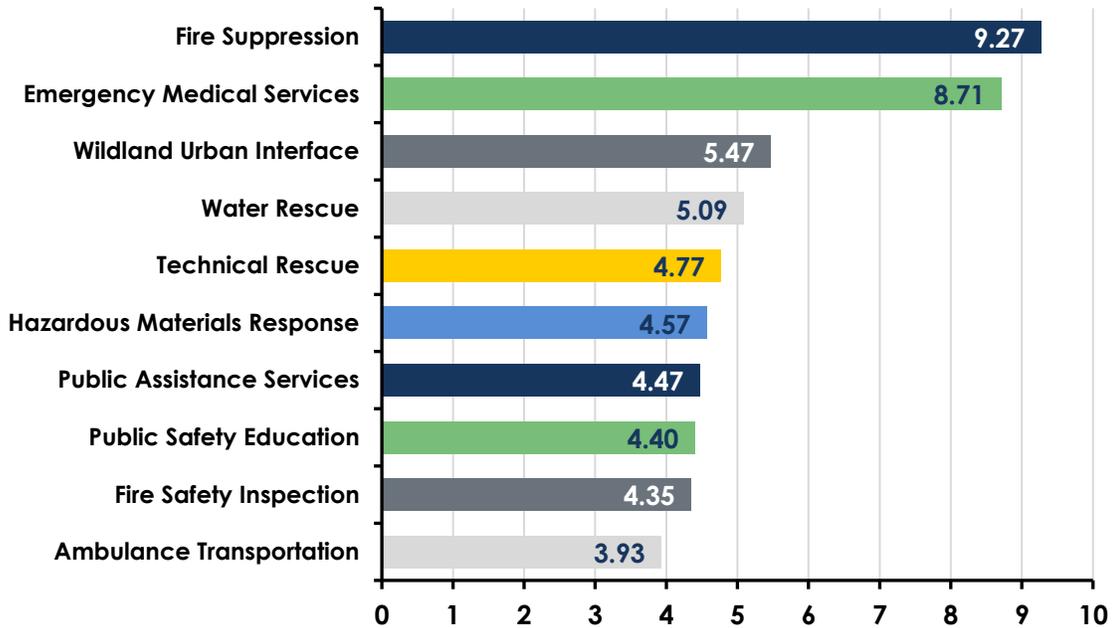
Figure 120: Satisfaction of Services



Prioritization of Services

Respondents were asked to rank the services provided by the fire districts from most to least important. Fire and EMS services ranked the highest, which is expected compared to other similar fire departments. Wildland Urban Interface was ranked third, largely due to the wildfires in recent years.

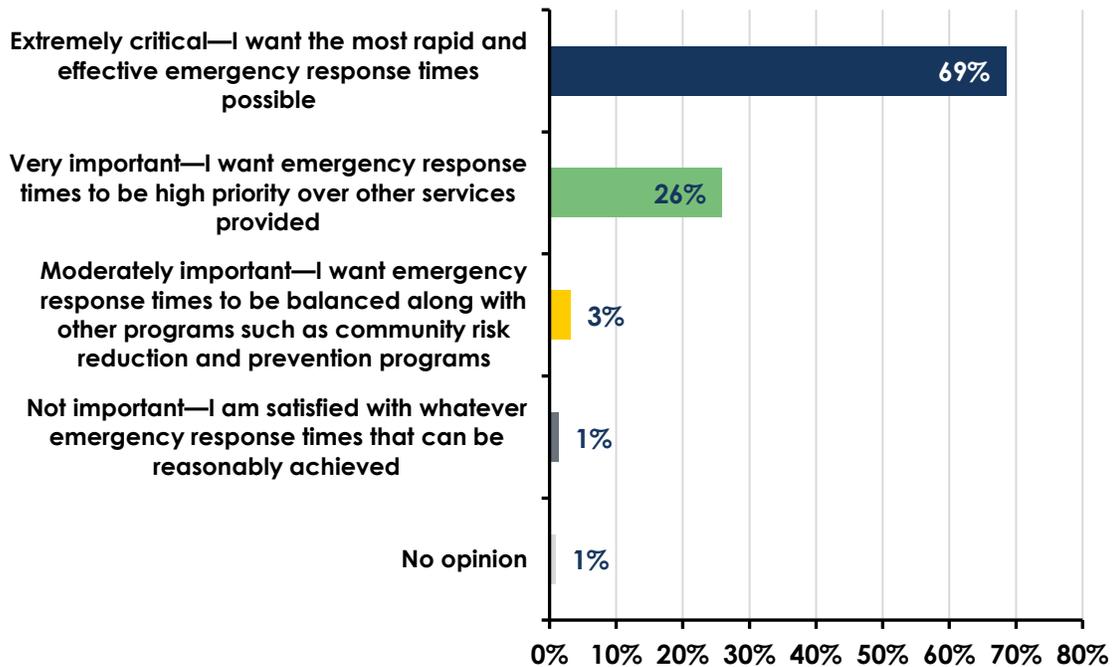
Figure 121: Service Prioritization



Response Time Opinions

Total response time is the amount of time a resident or business waits for resources to arrive at the scene of an emergency, beginning when they first call 911. When asked about response times, 95% of respondents found them very important or critical. This indicates that the community will follow the data that supports improved response time performance.

Figure 122: Response Time Importance



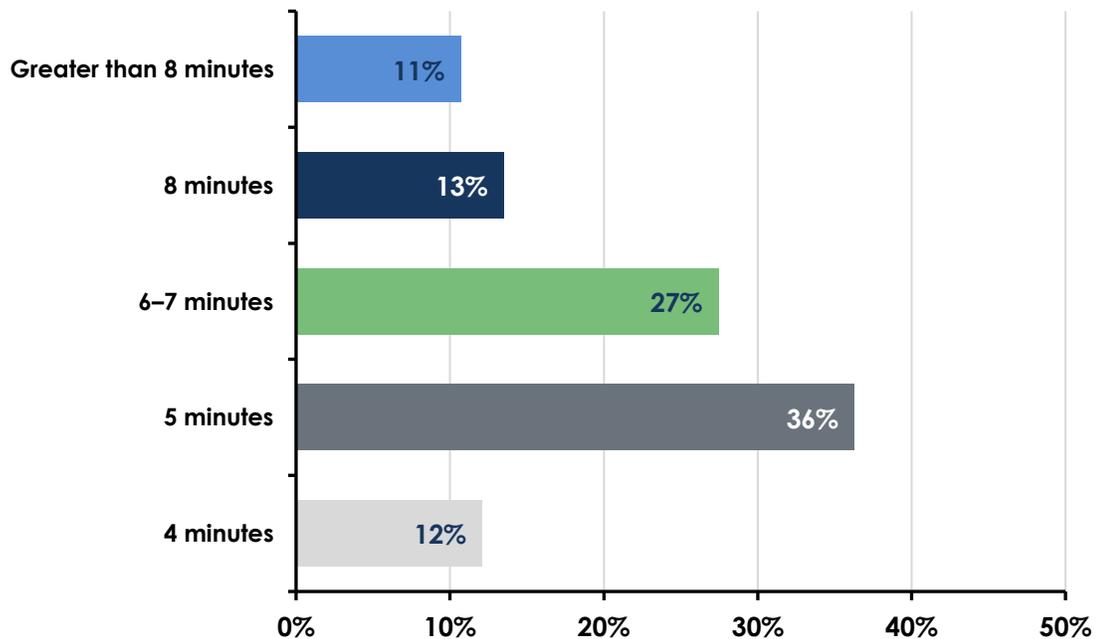
Select Response Time Comments

- A small department can only handle what its resources allow. Multiple emergencies can and will slow down response times to multiple calls. I expect competence, not miracles.
- A true emergency, of course, response times are important.
- Although I say it's very high, I also understand that being very rural, it takes longer to get to outlying areas.
- Based on the speed a fire spreads, and a person needs CPR to survive, I believe this is critical.
- Extremely critical within reasoning. As a resident living in a rural area, I am aware of the risks of living remotely.
- I am confident that the response time will be as fast as is possible.
- I couldn't believe how fast the truck from Boring came when I called for them last year. Thank you for being there.
- I had a team of firemen save my life and the life of my unborn child. Their response was critical to our survival, and I appreciate and respect all that you do.

- I realize that mutual-aid agreements are a critical component for the vast majority of fire departments in America. I totally support the continued participation of Sandy Fire in such contracts, but the current SFD personnel staffing needs to be augmented in order to provide a more timely response to all of Sandy.
- I want service quickly, but don't want this answer to be used to advocate for more staff as I also think they are doing great and respond very quickly, don't change that.
- It is the business of the fire district to respond as quickly as possible, because second count in the nature of their work.
- Most rapid response. Does not matter from what district it comes from.

When asked how long it should take for emergency resources to arrive after calling 9-1-1, taking into consideration call processing times, travel times, time of day, concurrent incidents, etc., roughly half of the respondents believed resources should arrive in 5 minutes or less. One-quarter expect services in 6–7 minutes, and the remaining quarter believe resources should arrive in 8 minutes or longer.

Figure 123: Response Time Opinions



Advantages of Expanding Partnerships

The majority of respondents were in support of expanding partnerships for services. The advantages of partnerships include shared workload, better training, access to additional resources, backfilling of vacant positions, reducing response times, keeping pace with expanding population and residential growth in rural areas, and potential cost savings. While this was the overall general belief, some respondents did not see any advantage.

Additional Responses

- Eliminate duplication services, streamline response, and provide response reliability for each district.
- better coverage for incidents in rural areas
- Funding and support.
- I do not see this as an advantage with Clackamas but possibly with Estacada and Hoodview.
- I feel as long as the service improves the mission of the agency, fire and EMS service, any expansion is good.
- I live in a very rural area and would trust the local departments in Estacada, Colton, and Molalla in their opinion of the need to partner with more agencies.
- I think it would only help. If Sandy is anything like Boring, I think they would benefit from help with Clackamas.
- Increase in staffing, increase to depth of resources to handle multiple calls at the same time, higher level of trained personnel to handle technical rescues, water rescues, rope rescues, auto extrications, etc. Not relying on volunteer response from their homes to get staffing for second out apparatus. Not spending tax dollars duplicating services such as multiple fire chiefs, training divisions, administrative positions etc.
- Increased services delivered in a more timely manner. Opportunity for both fire districts to work together collectively to expand each districts available resources.
- It adds resources to the area that we didn't have before. It potentially reduces any duplications, where that money could then be used for more boots on the ground
- It reduces redundancy, which makes more money available for other things.
- It would bring more resources to my department and some new tech.
- Maximizing the use of responders and equipment enables the districts to do the most good for the most people.

- Much quicker response times for Sandy citizens and access to a greater wealth of resources with Clackamas Fire.
- Mutual aid is always a need for all fire districts. Hence adequate mutual aid agreements. Using these, one district can use another's specific expertise which can avoid duplication. Water rescue and technical rescue are examples as well as heavy rescue and hazmat.
- Partnerships are beneficial in most agencies for coverage, expertise, equipment.
- Partnerships with other agencies are critical for if large scale disasters occur or multiple incidents.
- People need to realize that joining together/expanding allows us to have better services. There are always pros and cons, but ultimately if my children or myself were in danger I want FAST service with well-qualified personnel.
- Sandy benefits greatly with more resources and specially trained firefighters in the technical and water rescue elements.
- Sandy Fire would get the help they need from Clackamas Fire with people and fire trucks. Sandy can consolidate purchases with Clackamas Fire. Clackamas Fire has a lot of stations, and they do special rescue stuff that Sandy does not.
- Sandy is paying for office staff and chiefs and bookkeepers, which, if merged, the money spent on that could be moved to more firefighters.
- The advantage would be taking the excellent training and resources of Clackamas Fire to the community of Sandy.
- Zero. This same collaboration just happened with Estacada Fire and was voted down by the citizens of Estacada. This is not about the citizens. Again, this is evident by the attitude Clackamas Fire had towards Estacada residents. If there is already a mutual aid agreement, already full-time staff, 24/7, for both districts, I'm unsure what the benefit should be. The IGA for other services, such as fleet, wellness, training, etc. is something that can still stay intact—as there are IGAs in place for other neighboring agencies (Gladstone, Canby, etc.). If the goal is accessibility to resources, an IGA is the fiscally responsible way to go. Again, Estacada holds many similarities to Sandy in landscape. Clackamas proved to not value Estacada during the 2020 wildfire season. I do not see why Clackamas would be beneficial to the citizens of Sandy.

Disadvantages of Expanding Partnerships

Most respondents did not see any disadvantage in expanding the partnership between the districts. Other disadvantages included the potential loss of volunteer fire personnel, increased response times or decreased resources, frustration over the 2020 fire in Estacada, tax increases, and the loss of a small-town community pillar found with SFD.

Additional Responses

- Border wars if inflated egos got in the way. Would need to be more than just a handshake agreement. It would be sad if emotions got in the way of progress
- Clackamas has a history of dismantling volunteer programs, moving local FFs to nonlocal stations, firing local FFs just before probation ends, and numerous HR issues.
- Clackamas is likely to carry a larger portion of the load, meaning Sandy Fire will benefit more from the partnership than Clackamas Fire will.
- Clackamas showed a real disservice to the area when they stood down during a critical time when we had wildfires ravaging our neighboring town.
- Cost and the ability for Sandy Fire to grow to keep up with the growing community without the continued reliance of outside assistance.
- Cost to the citizens. I'm confident the taxation rate would increase for the Sandy citizens with most of the funding benefiting other areas and not directly impacting Sandy. Without a new station being built, I do not see how response times would change. This merge would not change staffing capacity, apparatus or response capabilities. I know in the town hall it was mentioned that this merge would NOT be about increased response times, but more about visibility to the public for other services. This seems like a very costly merge for service increase of checking fire alarms and reaching out to the public on a non-emergent basis. I feel this could better be met by staffing appropriate personnel at Sandy Fire. I see zero benefit to the two districts merging.
- Could dilute local resources to address remote needs.
- I see this as a win-win for the citizens of both districts.
- If one department were absorbed by the other, losing the history and identity of the absorbed department.
- If the number of existing resources does not grow with the expanded geographical expansion proposed, i.e., staffing levels in prevention services, then those services will be strained and better service delivery will be harder to attain. If a merger does

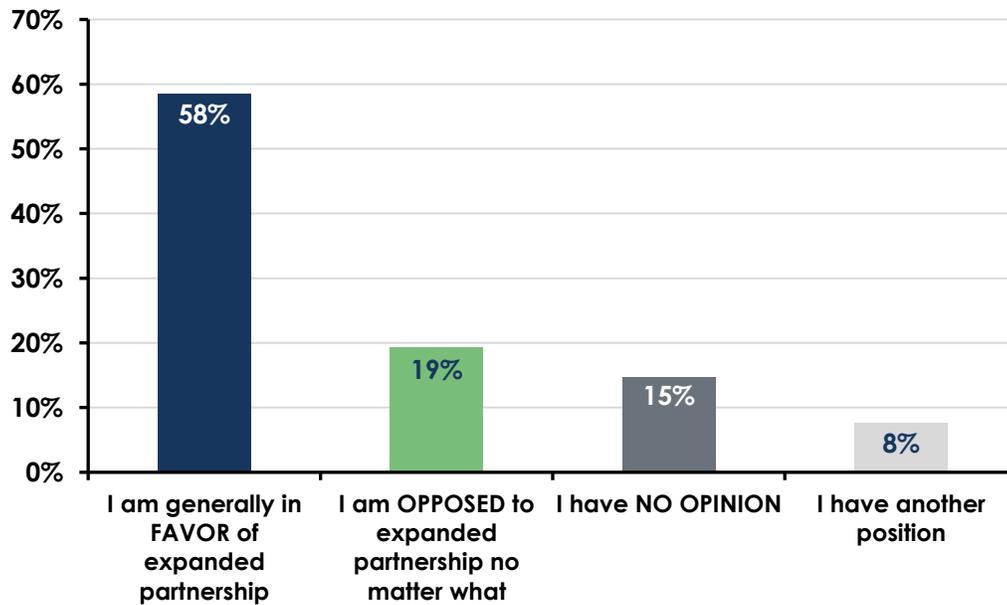
not address staffing across the entire organization and gaps begin to form in service delivery, the merger looks ineffective.

- If the sincere intent is to expand partnership opportunities for the benefit of rural district taxpayers then obviously there should be no disadvantages. However, this "expansion" is simply an opportunity to "integrate" the two districts resulting in increased costs for services due to increases in salaries and benefits for Sandy RFD members. If that is the ultimate goal, then be transparent with the public and let the voters decide based on relevant data and service needs.
- Increasing response area without increasing full-time employees.
- Lack of community, people running services that don't live in it can cause unwanted change
- Lack of trust in the community for Clackamas looking to take over due to the lack of information coming from SFD leadership. While expanding may be beneficial, community trust can make transitions difficult. Disbanding or transitioning the volunteer Corps into a non-combination element would have the potential of losing a large force of experience and knowledge base if Sandy volunteers are integrated into Clackamas' current model.
- Loss of community involvement. The district is not as involved with the area as the previous department. Boring Fire did a much better job than Clackamas Fire in this category!! Doubled our taxes
- My question or concerns would be whether this would stretch Clackamas Fire too thin. Are they able to sustain this partnership financially and with the number of firefighters on staff.
- Sandy will be low priority if there is a major event that requires additional resources. Larger populations/towns will be prioritized.
- Sometimes bigger is not better. Whatever the city needs to provide citizens with the best practice in firefighting & EMS is what I am requesting as a citizen of Sandy.
- Would hate to lose our community fire department. They've been such a wonderful part of the town. I would worry that by combining agencies we would lose the personal touch and local feel.

Support of Expanding Partnership

Finally, respondents were asked, “Understanding that the details of expanded partnership of Sandy Fire District No. 72 (SFD) and Clackamas Fire District No. 1 (CFD) have not yet been determined, what is your current opinion?”

Figure 124: Expanding Partnership Opinions



Approximately three-quarters of respondents were neutral or in favor of an expanded partnership. One-fifth of survey takers were opposed to any partnership expansions.

Appendix B: Strategic Partners—Stakeholder Interviews

Introduction to the Stakeholder Interviews

Triton interviewed a wide variety of the Fire Districts' internal and external stakeholders. The purpose of these interviews was to gain a better understanding of issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services, and expectations from community members.

It is important to note that the information solicited and provided during this process was in the form of "people inputs" (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information for consistency and frequency of comment to identify specific patterns and/or trends. Multiple sources confirmed the observations, and the information provided was significant enough to be included within this report. Based on the information reviewed, the team identified a series of observations, recommendations, and felt they were significant enough to be included within this report

Stakeholders were identified within the following groups: Elected Officials, Department Heads, Business Community Leaders, Citizens, Chief Officers, Labor Leaders, Volunteer/Reserve Firefighters, Rank & File, and Administrative Staff.

Sandy Fire Protection District

Elected Officials, Business Community & Citizen Groups

In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- Spectacular emergency service delivery, up-to-date equipment, and exceptionally good personnel who care about our community.
- Personnel has increased significantly and we now out-source Battalion Chief duty coverage.
- Apparatus and personnel, for the most part, are young.
- We have good people and great support by Sandy's citizens.
- Great personnel.
- For a one-station department, we respond to a large number of requests for our services.
- Support by the citizens.

- Quicker responses to Sandy by Clackamas.
- Sandy Fire Protection District's responses appear to be acceptable.
- Within the School District there are three fire agencies/Districts. We have great communication, and it has been a positive experience.

What are the disadvantages/negatives/weaknesses of the existing system?

- Growing faster than we can deal with.
- Limited equipment available,
- Inadequate funds for training, training facilities, etc.
- Volunteer participation is declining, which is no different than other fire agencies are dealing with.
- We are a revolving door.
- Responding to a lot of calls for a one-station department.
- We are reliant on full-time staff.
- The Fire Chief will be retiring; we need a Succession Plan.
- We depend on others since we can't do very much on our own.

Does the existing system provide the residents and community with acceptable protection?

- At this time, yes it does. However, our community has people who live in remote areas; response time is longer to those areas.
- We are at a more acceptable level than previously.
- The downside is the location of our fire station, and the positive side is we have back-up for responses to those who live 6–7 miles away from our Station.

What opportunities do you believe exist that would enhance service to the region/Districts?

- Increase in personnel would be ideal.
- Successful deployment and rapid response times.
- Cost sharing.
- Collaborative efforts.
- Increased funding.
- Inter-Governmental Agreement possibly will help with the funding situation.

- Management—borders should be something from the past.
- The need for one large agency in this area; improved professionalism; all working in the same direction.
- Borders—Citizens lose because of borders; the fire service needs to look outside the box.

How important do you think it is for the District to have its own fire department?

- There is pride in having our own Fire District that is available to and for our community.
- Our community needs to be well educated regarding any changes that may occur and we need to be transparent.
- A concern exists that the department may lose their sense of community.
- It is critical!
- It is not that important.

Do you believe there would be advantages to increasing partnering with the other agency(s)?

- Yes! In several areas such as vehicle maintenance.
- Purchasing in bulk.
- Sharing personnel in other ways and beyond the norm.
- Look into additional partnering advantages.
- We have some issues and cannot do it all by ourselves.
- Absolutely!
- Joint cooperation as they grow is positive.
- Collaboration with other agencies is beneficial.
- Apparatus maintenance, wellness, and existing contracts are all beneficial.
- There is an advantage when entities share partnerships such as Training, Prevention, etc. *The IGA can be expanded.*

What are the disadvantages, if any?

- Not being able to communicate.
- Not having emergency resources in close proximity to the station.
- Some residents are fearful that Sandy will become more dependent on Clackamas.

- Eliminating our hometown pride.
- Ensure that when we enter a partnership, we don't depend on others; we need to be able to do it on our own.

Chief Officers, Labor Leaders, Rank & File & Volunteer Firefighter Representatives

What strengths contribute to the success of the Fire District? What do you do well?

- Sandy Fire Department excels in customer service.
- Care about the community, which enables us to do our job in a positive way.
- Live locally and are members of the community.
- Excellent work relationship.
- Four paramedics respond to a request for service and take care of the patient without any outside assistance.
- The volunteers maintain sharp skills.
- Inclusive and dedicated group
- 80–85% of career firefighters were volunteers at one time.
- Many of the Volunteers do “ride-alongs” in order to sharpen their skills.
- Paid/career Firefighters appreciate the Volunteers.

What are some areas in which you think the District could make improvements?

- Step outside of the box; break the mold.
- Take an objective look at their strengths and weaknesses.
- District is currently having growing pains and experiencing a disconnect between volunteers and Battalion Chiefs and our Fire Chief.
- Communication could be improved.

What do you see as the top critical issues facing the Fire Districts today?

- Inadequate staffing
- Growth
- Response times
- Call load
- Communication—Communication is paramount; everyone is entitled to receive information regardless of whether it is good, bad, or indifferent.
- Volunteer retention

What opportunities, in your view, are available to improve the service and capabilities to the region/Districts?

- Management, i.e., borders should be something from the past.
- One fire agency in this area.
- Improved professionalism.
- Everyone working in the same direction.
- Improve Mutual/aid—expand.
- Huge opportunity if people are looking at things outside the box; not how we always do something.
- Additional volunteers which would enhance our current service delivery.
- Improve communication between volunteers, career firefighters, and the Chief.

What challenges do you see to enacting those opportunities?

- Lack of interest from the public.
- People, power, money, and pride.
- Being self-serving.
- Identity crisis; counter intuitive.
- Opposition from Clackamas.
- Recruitment and Retention.

Administrative Staff***What are some areas within Administration do you think the Districts could make improvements?***

- The Fire Marshal's availability is limited.
- The Fire Setter Program is essentially in limbo due to workload.
- Chiefs do not have time to review documents such as Policies & Procedures, etc.
- Vacant positions are not being filled.
- The Fire Districts Budget is extremely lean.

What do you see as the top critical issues facing the Fire District today?

- Finances will be challenging; however, losing positions may reset the situation.
- Prevention Division is staffed by one person.

Clackamas Fire Protection District

Elected Officials, Business Community & Citizen Groups

In your opinion, what are the advantages/positives/strengths of the existing emergency service delivery system?

- 2nd year of the IGA agreement; delivery of service was slower in the past. This is an increased benefit for Sandy.
- There is strength due to the IGA.
- Districts do a decent job in rural areas providing medical and non-medical services as well as technical rescue responses and work well together.
- Chief Officers and leaders work very well together.
- Both Districts work well together and support one another.
- The Districts and American Medical Response (AMR) integrate well.

What are the disadvantages/negatives/weaknesses of the existing system?

- There are no disadvantages or negatives in the existing delivery system.
- Redundance in management which is not efficient and results in negative impacts to the budget.
- Redundancy in services, vehicle fleet, Human Resources, et.
- The need for having a Vision and for Planning the Future.
- Overlap is extensive.
- Due to the size/length of some of the fire apparatus, when compared to a request for services that is on a short or narrow street, is inefficient. Consideration to leaving a conservative footprint by mitigating this situation
- There always is room for improvement, i.e., particularly when it affects service delivery.
- Possibly a disadvantage could be that they get so big that they lose that community-based-feel.

Does the existing system provide the residents and community with acceptable protection?

- They definitely provide acceptable protection.
- Statistically, they meet all benchmarks.
- When the system is busy, gaps and delays in responses occur.

- Sandy is not the only District that Clackamas supports; other Districts depend on Clackamas' support.
- Consolidation with Sandy is inevitable.
- Surrounding fire agencies areas depend on Clackamas.
- The existing IGA is not long-term.
- Current system works well, and our communication is good.

What opportunities do you believe exist that would enhance the service to the region/Districts?

- Improved dispatch.
- Entering into a Contract for Service would be beneficial.
- Continue current level of community involvement.
- Increase fire prevention awareness at the schools.
- Consider initiating programs with the emphasis on our youth, i.e., a Bicycle Helmet Program, Fire Prevention Program, CPR, etc.
- Public outreach is important and there should be an emphasis on our youth.
- Total disfunction from dispatch services; CADs cannot communicate. The dispatch centers lack the ability to work together. This negatively affects both Clackamas and Sandy Fire Districts.
- A contract for service would be beneficial.

How important do you think it is for the District to have its own fire department?

- Residents have been kept updated and if there is apprehension, it appears to be the loss of identity.
- It is absolutely essential, especially for Districts like Sandy.
- It is important to be cost-efficient, especially for our older residents; the District is a big part of their identity.
- It is especially important and there is a need to be cost-efficient.
- Some of the residents would rather have a Volunteer Department, it offers a sense of family.

Do you believe there would be advantages to partnering with the other agency(s)?

- Yes, and they need the appropriate response apparatus that has a regular maintenance schedule.
- Sharing and/or consolidating existing resources is an advantage.

- There is a concern that Clackamas Fire will get so big that it loses the identify that they now have.
- Understands acquiring more assets and is concerned about “economies of scale,” i.e., bigger is, in some cases, not necessarily better.
- Decisions need to be practical and defining the limit is the challenge.
- Advantages are the services, i.e., Emergency Medical Services, Hazardous Materials, Water Rescue, and Technical Rescue responses, as well as sharing resources.

Disadvantages?

- The opinion that Clackamas Fire is taking over, resulting in receiving a reputation of taking over smaller agencies.
- An expanded agency may have to hire technical experts to take care of Internal Technology services.

What are the disadvantages/negatives/weaknesses of the existing system?

- See them as more of an urban firefighting organization than fighting wildfires.
- There may be some issues between Rural Fire Districts that are not providing support.
- After the 2020 wildfires, things have improved, as has communication.
- As an outsider, sees the District as a Urban Firefighting Organization rather than a Wildland Firefighting organization.

Chief Officers, Labor Leaders, Rank & File & Volunteer Firefighter Representatives

What strengths contribute to the success of the Fire District and what do you do well?

Volunteers are directly below:

- Our service delivery, making sure resources are available in order to back-fill major emergencies.
- Ensuring we have the appropriate resources that match the need of the response.
- Our adaptability to be flexible and adaptable.
- Offer a wide range of services.
- Service level is key operations and to other stakeholders.
- We work well as a team.
- Listen to the Firefighters and listen to our community.
- We are service-based and in tune with our service areas.

- We are a tight-knit group, have a long history together, are self-motivated, train internally and with other fire agencies.
- Well thought out/planned programs
- Capable of keeping everyone in compliance.
- The District does a good job of partnering with other surrounding agencies.
- Extremely organized and disciplined.
- The District does not depend on fire hydrants. Three staffed water tenders respond when to 1st alarm fires.
- We are seamless and consistent in our service delivery.
- Our organization as a whole: Strength, Vision, and Direction!
- We are proud to have adopted our Slogan Statement, "HERE FOR YOU!" This applies to everyone!

Disadvantages?

- The possibility of getting a bad reputation of taking over smaller agencies.
- Technical expertise or lack thereof.
- The agency may have to hire staff who have the technical expertise to fill vacancies such as IT Services.

What are some of the areas the Districts could make improvements?

- Financial planning.
- Long-rang planning and forecasting.
- Ensure financial stability for the future.
- Continue improvement and adjusting; demographics are changing, and we need to adjust and adapt.
- Managing growth, which is a challenge.
- Consistency is important, i.e., Support Services, IT, and facility departments are our weak points.
- Support our Volunteers when assigned to a task force.
- Add additional training centers.
- Development of a Succession Plan and sustainability.
- Increasing the Training staff.
- We continue to do more with less and continue to have growing pains.

- Often, we are on-scene waiting for the ambulance.
- Improvement is needed in Communication, Officer Development, Coverage in the rural areas, and improved response time, which currently has an average response time between 12 to 17 minutes.

What do you see as the critical issues facing the Fire Districts today?

- Financial health of the organization, culture of the organization, and maintaining service delivery.
- Disaster management, emergency planning and utilizing past experiences, and detecting what we could do better.
- Finance, planning for the future, and developing a 5-year, 10-year, and 15-year plan.
- Funding employee growth and staffing.
- Work ethic, teamwork, and culture.
- Succession Planning is extremely important.

What opportunities, in your view, are available to improve the service and capabilities to the Region and Districts?

- Permanent relationship with Sandy Fire.
- Solidify a stronger relationship with Estacada and with Sandy.
- CAD to CAD connection, Dispatch/communication.
- Fire Liaison with C Com.
- We have an aggressive group of Chiefs advocating Wildland Deployment.
- Currently, the District is partnering with the college.
- Mutual Aid Agreements resulting in more of a tri-county Mutual Aid Agreement is currently being developed and will improve their needs in the short-term.
- Mobile integrated health, shared community Paramedics, shared Case Managers and Behavioral Health Managers.
- Partnerships and/or collaboration with smaller agencies that have the same issues we have.

What challenges do you see to enacting those opportunities?

- Building relationships with the community is paramount.
- Community leaders communicating with residents is extremely important.
- Report what is going on and speak the truth.
- Provide as much information as necessary.

- Discuss finance matters and that the money will be wisely spent.
- Ensure there is collaboration between the County and the Fire Department.
- Urban renewal, politics, service delivery
- Resistance to change.
- Ambulance Agreement and Plan.
- Culture, deployment, political and public perception, and timing.
- Bring in more Volunteer Firefighters and initiate an Agreement with IAFF enabling volunteer & career staff.
- It is necessary to get the community on board.

Administrative Staff

In the event the Inter-Governmental Agreement (IGA) or other type of agreement is expanded, are there duplicated costs you believe would be eliminated and/or consolidated that would result in economy of scale?

- Yes.
- Additional analysis will be required.

What do you see as the critical issues facing the Fire District today?

- Budget, funding, back staffing, and future rolling stock.
- Prioritizing

What opportunities, in your view, are available to improve the service and capabilities in the event an enhanced agreement was to take place?

- Opportunity for staff to promote.
- work with Stakeholders regarding consistency.
- Possibility of hiring more employees.
- Opportunities are available to improve their services and capabilities.

What are some areas within the District that could be improved?

- Reorganization of leadership/span of control.
- Need to increase staffing.
- Paying attention to facilities and landscape.

What do you see as the top critical issues facing the Fire District today?

- Balancing the Budget.
- Urban renewal Districts.

What challenges do you see to an enhanced or expanded agreement?

- Loss of sense of community for Sandy.
- Potential conflict in doing something differently.
- Geography.

Law Enforcement Partners***What strengths contribute to the success of the Fire District?***

- Work well with the field officers and staff.
- Collaboration is the key; the more we do—the better it gets.
- Experiences with the Fire District are positive.
- Partnerships, collaboration, and good relations

What are some areas in which you believe the District could make improvements?

- Sometimes staging and waiting for law enforcement may not be a good response for the community.
- Would like to see the District take the lead on mental health responses.
- Improve communications and coordination during incidents involving Federal partners, state and local fire suppression resources.

What do you see as the top critical issues facing the Fire District today?

- Homelessness, health, and substance abuse.
- Cross-training between Fire and Police.
- Mental health calls.

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