

Community Health & Public Safety: Part 2

Police and Fire Protection



Vision for Community Health & Public Safety

Our community is a safe place to live and supports lifelong active and healthy living. We have excellent public safety response systems that work together with an involved community to ensure peace and safety. There are opportunities for active lifestyles and to obtain locally grown food that promotes the health and social interaction of our residents.

Goal 11: Statewide Planning Goal: *“To plan and develop a timely, orderly and efficient arrangement of public facilities and services as a framework for urban and rural development.”*

Existing L.O. Comprehensive Plan Goal 11 – Public Facilities and Services, Section 1: Public Safety and Police and Fire Protection: *“The City shall ensure a high level of public safety through the provision of police and fire protection and emergency preparedness services.”*

Police

BACKGROUND AND EXISTING CONDITIONS

Police services within the Lake Oswego Urban Services Boundary are provided by the City of Lake Oswego Police Department, the Multnomah and Clackamas County Sheriffs’ departments, Oregon State Police and neighboring and regional law enforcement agencies. Additionally, the Police Department has non-sworn personnel in the Community Services Division who provide support services and enforce the City’s municipal code.

The Police Department is a full-service law enforcement agency. It provides services through six divisions with activities that range from criminal investigations and traffic law enforcement to animal control, education programs, and neighborhood watch services. The Department also fields two K-9 teams, provides a school resource officer and operates a 911 emergency dispatch center (LOCOM) for police and fire (located in City Hall within the Police Department). LOCOM answers and directs emergency calls to the appropriate agency or department, including police, fire and emergency medical services. LOCOM answers about 100,000 calls per year (this includes land line and cell phone calls), and about one-fifth of them are emergency service calls. LOCOM serves approximately 83,000 people; since the last Plan update, Lake Oswego now answers calls for West Linn and Milwaukie through a contract with those jurisdictions. The most recent data shows that 98% of all calls are answered in 6 seconds or less. Having the City’s own dispatch center allows for a high level of service to the public and responsiveness to local issues and local knowledge.

The City also maintains several intergovernmental agreements (IGAs) to provide services to other agencies or their jurisdictions. In addition to the City limits, the City’s Police Department will cover areas within a limited distance outside the City in cases of emergency or until county or state law enforcement arrives. City police will also provide back-up to other law enforcement agencies when requested. The county sheriffs’ departments and state police also answer calls inside the City limits, but their enforcement is limited to matters of state law inside the City; they do not enforce City ordinances. In a reciprocal agreement with Clackamas County, the City

responds to Lake Grove area calls if the County cannot respond immediately. In 2011, the City signed an IGA to provide one officer to Trimet's traffic police force in exchange for funding. This arrangement provides a base for training Lake Oswego officers.

Technology has advanced greatly since 1994. Mobile Data Terminals (MDTs) are now located in patrol cars, which allow for faster communication and more detailed information to pass from the dispatch center to the road officer. Officers can now obtain driver license photos, warrant information and even booking photos while on the road; previously, officers would need to come back to the Police Department to obtain this information, which could take up to a few days.

Recent Conditions: Data

Since 1994, the department reorganized to provide better service and to be more cost-efficient. For example, in 1999 officers per 1000 residents were 1.26; in 2010, the officers per 1000 residents were 1.14, while the department maintained the same customer service levels. Since 2005, at least 42 full-time, sworn officers have been authorized for the department.

The department also employs four community service officers (CSO). Their services include the following:

- Coordinating community presentations
- Coordinating community education
- Overseeing the Neighborhood Watch Program
- Collecting and maintaining data and documentation for accreditation
- Code and parking enforcement
- Animal control
- Traffic control
- School and community presentations
- Some crime prevention activities
- Resolving neighborhood complaints (such as noise and abandoned vehicles)
- Assisting with development for traffic control plans
- Staffing city special events
- Hosting quarterly car seat clinics
- Evidence logging, tracking, and disposition

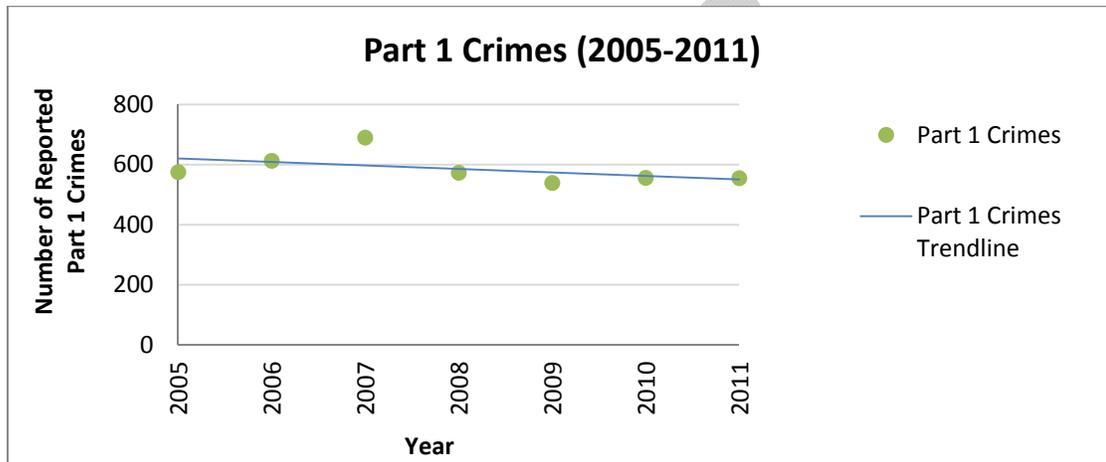
Service and Incident Rates

Between 2008 and 2011:

- The police department has received nearly zero founded complaints per incident
- At least 98% of phone calls received are answered by LOCOM in 6 seconds or less
- Incidents per officer have increased since 2008, with a peak of 818 incidents per officer in the 2010-2011 fiscal year, and dropping down to an anticipated 771 in 2011-2012.
- The School Resource Officer taught over 500 classes to kids from grade school to high school age during this school year.
- In the 2010-11 fiscal year, the Police Department responded to over 29,000 incident calls.

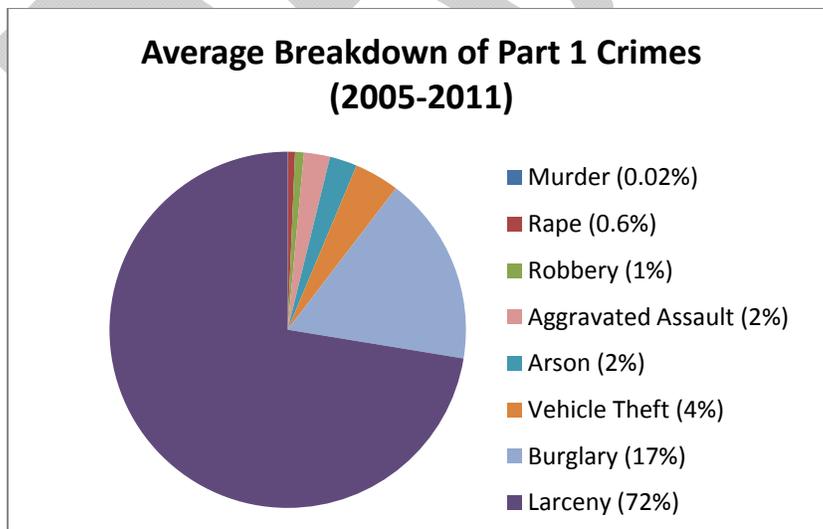
In general, crime has been flat with minimal changes other than 2007 and 2008. Part 1 crimes include homicide, rape, robbery, aggravated assault, burglary, larceny, vehicle theft, and arson. Data from 2005-2011 shows a general decline in Part 1 crimes with a peak in 2007. Part 1 Crimes have also had a decreasing victimization rate since 2005. As with the Part 1 Crime totals, there was a peak in Victimization Rates in 2007, rising from a rate of 16.9 Part 1 Crimes for every 1000 people to 19. Overall, this trend very closely reflects the trend of the Part 1 Crime totals – showing that the decreasing trend of Part 1 Crimes is not due to decreases in population (in fact, the population has been increasing).

Figure 1



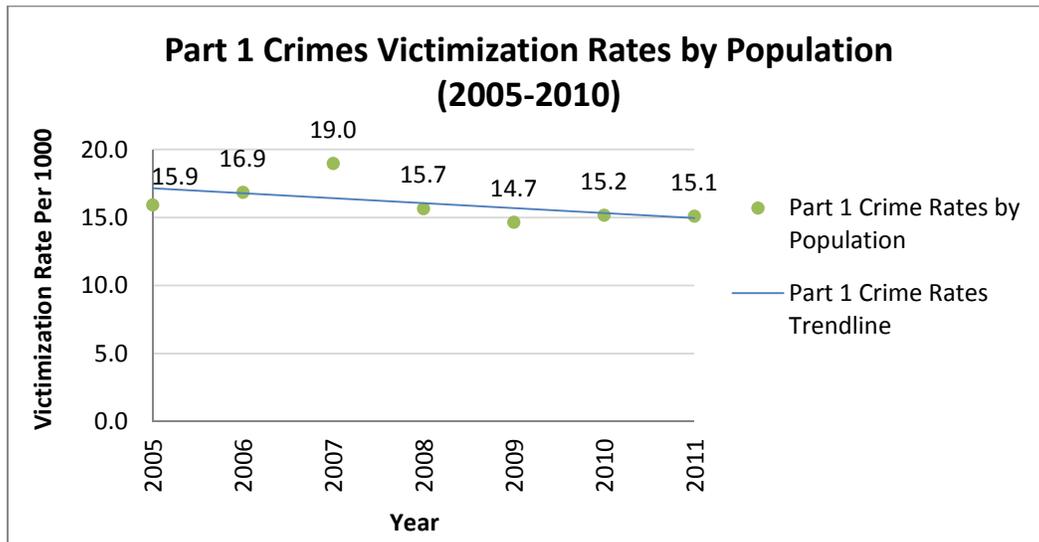
Source: Portland Police Data System (July 2012)

Figure 2



Source: Portland Police Data System (July 2012)

Figure 3



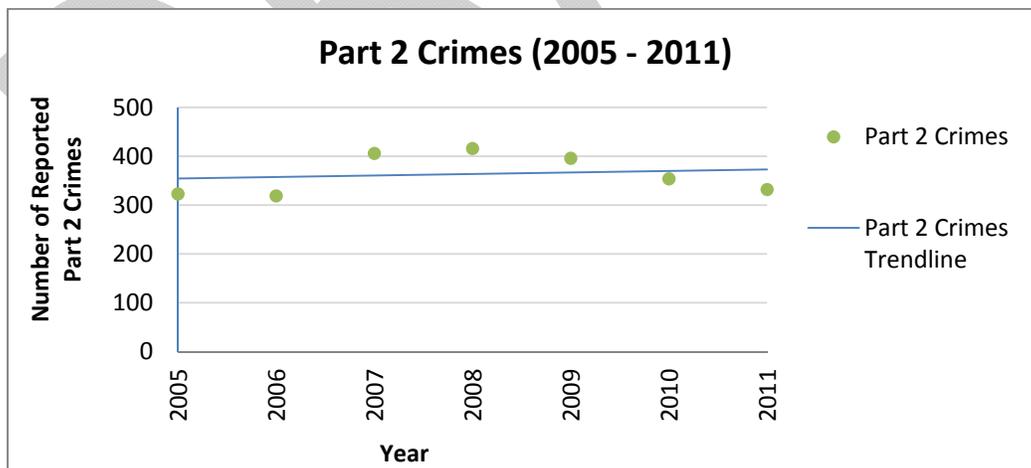
Source: Part 1 Crime Data: Portland Police Data System (July 2012)

Source: Population Data: Portland State University, Population Research Center (July 2012)

Part 2 Crimes

There are 16 Part 2 crimes. The selected data reflects four of the more common Part 2 crimes – MIP, curfew, DUII, and simple assault. Data from 2005 to 2011 shows a slight overall increase in these Part 2 crimes with peaks in 2007, 2008, and 2009. However, in the past two years there has been a decreasing trend.

Figure 4



Source: Portland Police Data System (July 2012)

REGULATORY REQUIREMENTS and STANDARDS

Table 1 on p. 5 lists the regulatory requirements followed by the Lake Oswego Police Department.

Table 1

In addition to the regulatory environment, the Police Department also developed a Strategic Plan for 2008 through 2012 to help achieve the goals of the Comprehensive Plan, as well as the goals the City has identified. The department also made some administrative changes that helped the department run more effectively, including completely redoing department policies and becoming accredited through the Oregon Accreditation Alliance, which recognizes that the department adheres to the best industry practices.

Oregon Laws Relating to Police: http://www.leg.state.or.us/ors/home.htm
Oregon Administrative Rules: OAR 257, 259
Lake Oswego Municipal Code: 13.02 and Chapters 14: Police and 34: Crimes and Civil Violations.
Oregon Accreditation Alliance

SUMMARY OF EMERGING ISSUES, CHALLENGES, AND TRENDS

- The department will need to update critical operations as more systems migrate toward electronic and paperless systems to keep pace with the profession. These critical operations include dispatch hard/software (911 call center) records management, report writing, E-ticketing, and the mandatory reporting that goes with each one. This technology comes with a cost and needs to be factored into future operations. Additionally, these tools will help the department move toward paperless reports, which reduces storage space, cost of expensive paper tickets and staff time associated with it, and contributes to sustainability.
- The Communications/911 center now serves about 83,000 people combined in Lake Oswego, West Linn and Milwaukie. LOCOM serves West Linn and Milwaukie through an intergovernmental agreement.
- The Police Department and LOCOM are currently housed in City Hall, which doesn't meet current seismic standards. The department is a first responder that needs to be able to serve the community in a disaster event. The department, including the 911 center, has outgrown the allotted space in City Hall. Due to the nature of Police Services, the Police Department needs better security measures than that which are currently in place. Since 9/11, best practices also have evolved to have police departments as stand-alone facilities for security vs. incorporated into City administration facilities. We will need to address these concerns to continue providing excellent public safety service to our community.
- The department will need to define the services provided to our community as the budget constraints continue to impact the department. Defining those services will be a challenge since we have always been a customer service organization. We will have to find ways of working smarter with fewer resources, while still meeting the needs of our community.

SUSTAINABILITY CONSIDERATIONS AND PROPOSED INDICATORS:

- Implement new technology to reduce paper waste and storage space, such as E-ticketing.
- How should the City incorporate energy efficiency and green practices into new public facilities?

RECOMMENDED PLAN UPDATES AND POLICY QUESTIONS TO CONSIDER:

1. What does it mean to be a “full-service” police department? As our population grows how will the department need to grow to keep pace? How or will we need to reorganize our resources to achieve the same goals with more demand and the same resources?
2. Community presence at events requires a high level of service: are they equal priority with life and safety?
3. What are residents’ service expectations when calling 911 and what is the priority for types of calls?

Fire

BACKGROUND AND EXISTING CONDITIONS

The Lake Oswego Fire Department provides fire protection for all areas within the City limits and contracts to provide services to three special service districts – Lake Grove Rural Fire District No. 57, Riverdale Rural Fire Protection District No. 11, and Alto Park Water District.

Fire Department services include fire safety code inspection and enforcement, fire prevention and suppression, public education and information. Emergency medical service is provided by both the City of Lake Oswego and a private company. The private service operates through a franchise agreement with Clackamas County. Since the last Comprehensive Plan, the Fire Department’s services also include three other areas due to changed conditions. First, increased cooperation and coordination of regional fire service providers in the area of federal grant management and terrorism preparedness have led to. As part of the Clackamas County EMS Consortium, the Lake Oswego Fire Department receives revenue from the County for agreeing to provide advanced life support medical services. Lastly, the Fire Department offers increased business inspections through the Company Fire Inspection Program.

The City’s current Emergency Operations Plan was adopted in December 2010. The plan provides the basic framework to guide City departments in their efforts to mitigate, prepare for, respond to, and recover from any major emergency or disaster which may affect all or parts of the City. The Fire Department is active in all six major emergency categories addressed in the plan, including hazardous materials accidents, mass casualties, wildfires, earthquakes, severe weather and structural fires.

REGULATORY REQUIREMENTS and STANDARDS

Table 2 on p. 7 lists the regulatory requirements followed by the Lake Oswego Fire Department.

As part of maintaining its standards, the Fire Department retains certain classifications and training programs for its staff. In 2011, the department received its Insurance Service (ISO) recertification. ISO’s Public Protection Classification (PPC) Service evaluates the capacity of the local fire department to respond to and fight structure fires. The program provides a countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. ISO classifies a community’s ability to suppress fires; the City retained its ISO Public Protection Classification Rating 3. The PPC program also provides lower fire insurance premiums for communities with better public protection; it provides incentives and rewards for communities that choose to improve their firefighting services.

Table 2

Oregon Laws Relating to Fire Protection.- http://www.leg.state.or.us/ors/home.htm
State Fire Marshal Administrative Rules: http://arcweb.sos.state.or.us/rules/OARS_800/OAR_837/837_tofc.html
National Incident Management System (NIMS).
The Oregon Interface Qualification System.
Oregon Occupation Safety and Health – Chapter 654
Conflagration Act (ORS 476.510).
Oregon Emergency Medical Technician training and certification- OAR 333-265-0010(2)(c).
Lake Oswego Municipal Code: Chapter 15

Additional training and standards include the following:

- Respond to 911 Emergency Medical Calls within 8 minutes, 90% of the time; as required by our involvement with the Clackamas County Emergency Medical Consortium.
- The Oregon Health Authority will complete the bi-annual recertification of all fire emergency medical technicians (EMT B, EMT I, & EMT P) during FY 2012/13.
- Increased Business Inspections utilizing the Company Fire Inspection Program. All personnel received the Oregon State Fire Marshal Recognition as Company Inspector.

The Fire Department tracks workload indicators; pp. 8-9 reflect data through FY 2010-11.

Table 3: Total Calls for Emergency Services (Fiscal Years 2005-2010)

FY05	FY 06	FY 07	FY 08	FY 09	FY 10
3302	3531	3615	3835	3517	3521

Figure 5

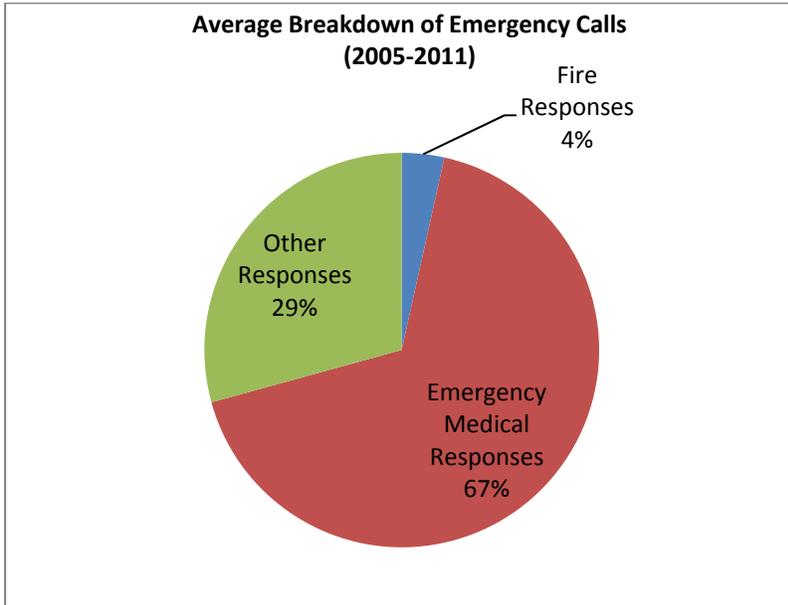


Table 4: Percentage of calls responded to in eight minutes or less (calendar years 2001-2010)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Percentage	96%	96%	97%	95.77%	93.83%	96%	94.71%	92.06%	93.15%	93.90%

From 2005 through 2010, the average response time for incidents was 5:26.

Table 5: Fire Department Staffing, Full Time Equivalents (Fiscal Years 2005-2010)

FY05	FY 06	FY 07	FY 08	FY 09	FY 10
51	51	52	51	51	52

Table 6: Fire Department Community Services (Fiscal Years 2005-2010)

	FY05	FY 06	FY 07	FY 08	FY 09	FY 10
Public Education Programs Delivered	N/A	26	89	98	84	102
Training Hours Completed (training hours for who/what?)	4495	4714	4669.5	4290.75	5654.25	7156.5
Smoke Alarm Installs/Give-A-Ways	12	18	49	6	24	14
Community Emergency Response Team (CERT) number of citizens	42	46	22	40	40	36
Car Seat Clinics (co-run with Police Department)	4	4	4	4	4	4
CPR/AED (Number trained) (public and City staff)	69	100	73	56	75	179

Figure 6: Number of Fires (calendar years 1972-2010)

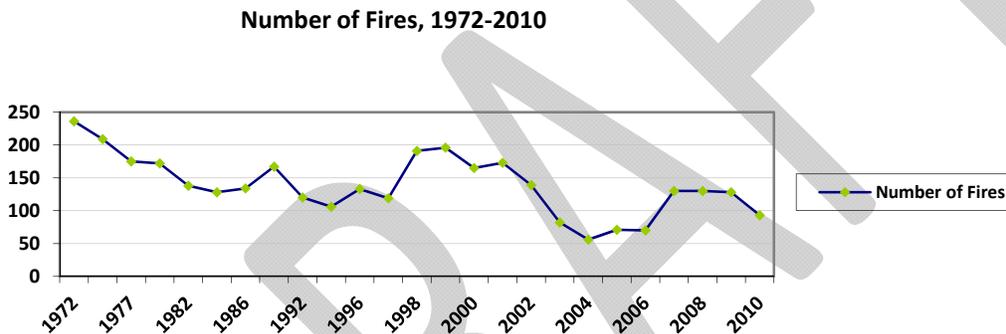
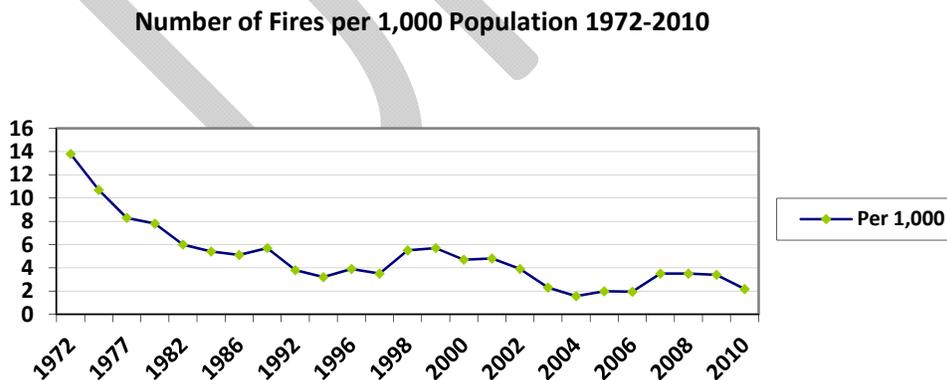


Figure 7: Number of actual fires per 1,000 population (calendar years 1972-2010)



Note: Total population for 2010 includes population of Contract Service Districts

Table 7: Other Fire Department Workload Indicators (Fiscal Years 2005-2010)

	FY05	FY 06	FY 07	FY 08	FY 09	FY 10
Fire Inspections Performed	876	1455	1045	550	300	640
Site/Building Plans Reviewed	302	261	284	159	160	208
Fire Hydrants Tested	2195	2195	2195	2195	2195	2195
Mutual Aid Calls Given	337	426	378	313	320	407
Mutual Aid Calls Received	55	49	41	49	51	47
Training Hours Completed*	4495	4714	4669.5	4290.75	5654.25	7156.5
Trauma Intervention Program Response	37	77	80	92	94	76

*Training hours include hours for both EMS and Fire as required by the state of Oregon for recertification. Split is approximately half EMS and half Fire. Increase in hours over the years is due largely in part to the increase in training hour requirements from the State.

SUMMARY OF EMERGING ISSUES, CHALLENGES, AND TRENDS

Since the last Comprehensive Plan Update in 1994, the average age of those living in the city has increased to 45.8 in 2010 from 41.2 in 2000 (U.S. Census Data). As a comparison, the average age in the Portland-Vancouver Metropolitan Statistical Area is 36.7. An aging community may increase the demand on emergency services provided by the fire department due to population and an increase in the number of assisted living and care facilities. However, the Fire Department also sees an opportunity to work with the Adult Community Center to educate senior citizens on what they can do to improve their health and safety.

Development. Recent development trends of subdividing larger residential lots and creating flag lots may impact fire department access. How will the anticipated re-development in Foothills affect demand for fire and medical services?

Building Code. The state adopts the IBS international building code – in the last year, the IBC adopted a standard requiring installation of residential sprinklers in all new one- and two-family residences. However, the state did not adopt this standard. The City can’t make a code to require it, as it has to go through the state first. The City does not have a high house-fire rate, but there are also associated injuries and property damage to consider.

SUSTAINABILITY CONSIDERATIONS AND PROPOSED INDICATORS:

1. Construct replacement of the South Shore Fire Station to LEEDs Gold Standard.
2. Power fire apparatus utilizing BIO Diesel fuel.
3. Conduct energy audit of fire facilities.
4. Create Fire Department Sustainability Committee

RECOMMENDED PLAN UPDATES AND POLICY QUESTIONS TO CONSIDER:

1. Where residential fire sprinklers are known to save lives and reduce property loss, should the City promote the adoption of codes to require fire sprinklers in new homes?
2. The process of developing a “Standards of Cover” (SOC) is an integral part of strategic planning for fire protection. An SOC is a risk-based assessment of the fire department’s response plan. Should the City develop an SOC given that it provides a process for analyzing whether resources are being deployed properly to meet the community’s risks and expectations?
3. Where wood shake roofs are known to make homes more vulnerable to fire, should the City explore options to promote the use of other roofing materials?
4. We are an aging community, and the number of multi-family, assisted living and care facilities are on the rise; how will the fire department meet increasing demands on EMS services?
5. If future resources are diminished how should fire department services be restructured to best meet public needs?

DRAFT