

# Annual Report

Fiscal Year 2011



**Springfield**  
Fire & Life Safety  
Department



**Eugene**  
Fire & Emergency Medical  
Services Department



**COVER PHOTO: Springfield and Eugene fire crews work together at a high-rise training drill at the Emergency Services Training Center in Eugene.**



# Springfield

## Fire & Life Safety Department



# Eugene

## Fire & Emergency Medical Services Department

### OUR MISSION

To serve our communities by protecting and preserving life, property, and the environment through prevention, education, emergency medical services, rescue, and fire suppression services.

### OUR VISION

To deliver efficient and effective services by working together to maintain a progressive, caring, professional organization that remains flexible within a changing environment. We strive to be recognized for our leadership within the region by fostering cooperative working relationships. We work to be fiscally responsible, and financially stable and secure.

### OUR VALUES

Our values are respect, integrity, accountability, teamwork, service, balance, and adaptability. We live our values and measure our success by the satisfaction of the communities we serve, our personnel and our strategic partners.

### OUR MOTTO

*Duty, Honor, Service*

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# *Message from the Chief*

These are historic times. As we prepare this report, covering the fiscal year ending June 30, 2011, the Eugene Fire & Emergency Medical Services Department and the Springfield Fire & Life Safety Department continue to move forward to combine their administrative and support functions, with a view toward improving overall service while reducing taxpayer costs on a metropolitan level.



We are calling the current relationship a “functional consolidation.” It goes beyond the 3-battalion integrated response system that the two jurisdictions established in 2007, and it could lead to an outright merger of the two departments, and from there, possibly to the formation of a new fire service district or some other form of governance.

I am pleased to present this report as the Eugene and Springfield Fire Chief (Chief of Departments). Other fire officials and staff in both jurisdictions are serving similarly in a dual capacity.

This annual report reflects the transition that we are in. It tells the story, over the course of a fiscal year, of two separate departments that are on their way — possibly — to becoming one. You will see that the reporting in the following pages is combined in some respects and separate in others, like the departments themselves. We will know our longer-term direction very soon.

Consolidation notwithstanding, funding of ambulance service and adapting to changing conditions continues to remain a dominant theme. An ad hoc intergovernmental task force of elected officials in the region worked to develop a series of recommendations to address these pressing issues, and you will find details on progress of these recommendations in this report. The ambulance discussion is separate from — but is inextricably tied to — the merger initiative.

During the fiscal year the two departments responded to a combined 32,675 calls for service.

In this report you will find the specifics on these and other aspects of the departments’ operations, as well as details regarding our service level, fire stations, equipment, and personnel. If you have further interest in any area, I hope you will take the time to contact us directly at either (541) 682-7100, (541) 726-3737, or go to: [www.eugene-or.gov/fire](http://www.eugene-or.gov/fire) and [www.ci.springfield.or.us/dept\\_fir](http://www.ci.springfield.or.us/dept_fir).

Springfield Fire & Life Safety, founded in 1886, is celebrating its 125-year anniversary. Eugene Fire & EMS is that city’s oldest continuously operating City service, established in 1872. It was then, and remains now, a privilege to serve in this role.

***Randall B. Groves, Chief of Departments***

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# Department Organization

Under functional consolidation, the combined departments have five divisions, with managers reporting directly to the Chief of Departments. The divisions and Division Managers are:

**Shift Operations** — includes all of the emergency response personnel housed within 16 fire stations, including nine Battalion Chiefs and approximately 250 sworn firefighters. Heading up the Shift Operations Division is Deputy Chief **Karen Brack**, a 29-year fire service veteran who holds Associate degrees in Fire Science and Paramedic Technology, a Bachelor's of Science in Biology, and is currently enrolled in the National Fire Academy's Executive Fire Officer Program.

**Special Operations, Training, and Logistics** — includes the Training Section, Logistics Section, Information Technology staff, and special teams (Water Rescue, Urban Search & Rescue, Hazardous Materials, and Airport Rescue & Fire Fighting), plus planning for special events and dignitary protection. The Special Operations Deputy Chief is **Joe Zaludek**, who is a certified Paramedic with 26 years in the fire service.

**Community Relations and Emergency Medical Services** — handles day-to-day relations with the public and the media, administration of EMS programs and protocols, emergency management for the City of Springfield, as well as marketing for the FireMed Ambulance Membership Program. This division is led by Deputy Chief **Mark Walker**, a 24-year veteran of Springfield Fire & Life Safety, who during the course of his service has maintained his Paramedic certification, and has also served as Training Chief and Operations Chief.

**Administrative Services** — includes ambulance billing in Eugene and Springfield, FireMed Ambulance Membership Program administration, financial reporting, payroll, and office support functions. The Springfield ambulance billing operation enhances revenue by serving 20 outside agencies. The Administrative Services Director is **Brian Evanoff**, who holds a Bachelor's degree in Business Management from the University of Oregon, and has served with Springfield Fire & Life Safety for 12 years.

**Fire Prevention** — includes fire and life safety code enforcement and inspection, plan review, fire investigation, and public education services. This division is led by Fire Marshal **Al Gerard**, who has served at the Deputy Chief level since 2002, and is a Paramedic in addition to holding International Code Council certification as a Certified Building Official and Certified Fire Marshal.



**Karen Brack**



**Joe Zaludek**



**Mark Walker**



**Brian Evanoff**



**Al Gerard**

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# Functional Consolidation and Possible Merger

## Chief serving dual role; administration reorganized

Development of the relationship between Eugene Fire & EMS and Springfield Fire & Life Safety has reached a point where the departments share a common administrative structure and a growing number of training, prevention, and support services that are being handled on a metropolitan basis. This step in the partnership, which was formalized effective July 1, 2010, will continue through at least fiscal year 2012. The two cities continue to discuss the possibility of an outright merger.

For a number of years, Eugene Fire & EMS and Springfield Fire & Life Safety have worked cooperatively in the field, providing backup for each other and disregarding the jurisdictional boundary in multiple-unit responses. In 2007, this relationship was officially recognized as the 3-Battalion System.



During Fiscal Year 2009, it became evident that the two departments had an opportunity to further develop this cooperative relationship in their administrative and support functions, and at the same time to save taxpayers money. The latter consideration was especially compelling given the budgetary shortfalls facing both cities.

A respected emergency services consulting firm, ESCI International, was commissioned to prepare a report regarding cooperative services. The consultants' report concluded that the departments were, in fact, ripe for an outright merger, and recommended further that fire services in central Lane County should ultimately be provided by a special district, separate from the city organizations.

According to the consultants, the departments could save approximately \$850,000 per year at full implementation through attrition without layoffs. These savings would include the elimination of one Fire Chief, two Deputy Chiefs, one Training Chief, one Fire Marshal, and others; there would be additional savings as the combined departments implemented further efficiencies resulting from the merger, possibly including more staff positions that could be eliminated through attrition. In this, the first year of the functional consolidation, the Metro departments saved over \$600,000 from administrative personnel reductions alone, and are projected to save in excess of \$800,000 next year.

Fiscal year 2011 was a year of further analysis, greater deliberation, and more development of



the framework for functional consolidation. Presentations to the elected bodies in both jurisdictions were received favorably, and it has been decided to proceed on a reversible basis. The current intergovernmental agreement is effective through June 30, 2012.

In the beginning of 2011, the Metro departments received direction to move ahead when

both City Managers agreed to go forward with the merger. This forward momentum marks the beginning of the creation of an intergovernmental fire service agency.

There is still the possibility that a voter approved special tax-and-service district could be formed. If so, the district would provide fire, rescue, first-response medical, and emergency medical transport services to a particular geographic area independent of the general-purpose municipal governments. There are also other governance models that could be applied to the shared system.

## **Departments' Strategic Plan and Work Plan Integrated**

As part of the merger process, staff devoted considerable time and effort over the course of the past fiscal year to unify the Strategic Plans and Work Plans of the respective departments. As a result, the combined 2011-2015 Strategic Plan and companion document Work Plan will go into effect on July 1, 2011. The two departments will now operate under a shared vision for the present and future for providing fire, life safety and emergency medical services. In developing the 2011-2015 combined Strategic Plan and Work Plan, both sets of current City Council Goals were carefully considered to ensure that the plans would be consistent with and supportive of the overarching direction from the two cities' elected policymakers.

Additionally, by unifying the Strategic Plans and Work Plans of both departments, a new level of sophistication and detail has been achieved. In particular, the two departments have implemented a greater use of metrics and data-based analysis.

# Ambulance Transport Funding

## Reduced reimbursements make new direction necessary

Throughout our region, the majority of patients transported are covered by Medicare. Before the implementation of the Ambulance Fee Schedule on April 1, 2002, ambulance suppliers received payment from Medicare on a “Reasonable Charge Basis.” Medicare would pay 80 percent of the allowable amount and the remaining balance was the responsibility of the patient. This allowed transport providers broad flexibility in setting rates and assured recovery of costs.

The Balanced Budget Act (BBA) of 1997 added a new section 1834(1) to the Social Security Act which mandated the implementation of a national fee schedule. This section also required ambulance providers and suppliers to accept the Medicare allowed charge as payment in full; there was no longer the ability to bill the patient or another insurance provider for the balance of the reasonable charge.



The new fee schedule took effect in 2002 and was phased in over a five-year period, with full implementation on January 1, 2006. Year one (4/1/02-12/31/02) provided a blending of 20 percent fee schedule and 80 percent reasonable charge. The reasonable charge portion was then reduced by 20 percent in each of the four subsequent years, so that as of 2006 only the fee schedule amount was payable.

Put simply, the new national fee schedule, which covers 60 to 70 percent of all transports, does not

allow most ambulance providers – such as Eugene Fire & EMS and Springfield Fire & Life Safety – to recover the cost of providing the service. Instead, where there once was the ability to collect the full reasonable charge (which has risen over the years from \$535 to \$1,600 per transport), ambulance providers are now reimbursed between \$225 and \$730, at an average of about \$400, depending on the type of call. Medicaid, the state of Oregon’s health insurance program, reimburses at an even lower rate.

While Medicare and Medicaid reimbursement reductions are the primary reason that emergency medical transport in our region has become a revenue-negative enterprise, two national trends are also contributing to the problem. One is the growing number of individuals eligible for Medicare. The other is the economy generally, as the provider agencies – which do not refuse transport because of inability to pay – are being forced to write off a greater number of bills as uncollectible.

The Metro departments have taken many steps to try to keep the ambulance service self-sustaining, including increasing the transport rates; reducing ambulance coverage for non-peak times; contracting with a private provider, Rural/Metro, to handle some non-emergency transports; and cutting costs for administrative staff, materials and supplies. The departments continue to work closely with City Finance staff to identify the appropriate cost split between the Ambulance Transport Funds and General Funds to ensure the Ambulance Transport Funds are not supplementing General Fund services.

Through 2009 and into 2010 a special Joint Elected Officials Task Force met to study the ambulance transport funding issues, and develop recommendations. The task force included representation from the City of Eugene, City of Springfield, Lane County, and Lane Rural Fire/Rescue District. Their recommendations were:

- That all three jurisdictions remain prepared to allocate a level of General Fund support as necessary for the continued high-quality provision of this core service.
- That the Eugene and Springfield City Councils authorize initial steps toward a merger of their fire departments.
- That exploration begin immediately of more sustainable public funding options.
- That marketing of FireMed subscriptions be enhanced and expanded in an effort to generate additional revenues to lessen reliance on General Fund tax support.
- That the City of Eugene and Lane Rural Fire/Rescue analyze the possibility of reconfiguring the boundaries of the county's Ambulance Service Areas so as to provide for an urban-rural split between Eugene and Lane Rural Fire/Rescue; and, if conditions appear favorable, that the Lane County Board of Commissioners be asked to enact such reconfiguration.
- That work proceed as rapidly as possible regarding provision of a regional mobile health care system, featuring tiered levels of response (and cost) available to patients depending on the nature of the emergency.
- That public ambulance service provider agencies continue to lobby the Oregon legislature and U.S. Congress for larger-scale long-term solutions.

Progress to date on these recommendations is as follows:

- In July 2010, Fire Chief Randall Groves was sworn in as Chief for both departments. This was the initial step in functionally consolidating the two departments. Throughout the first year of functional consolidation, additional efficiencies were realized as other administrative functions were consolidated.
- In fiscal year 2011, the funding for the FireMed Ambulance Membership Program marketing was increased. The results, however, were not consistent with the increased funding, and no significant change in memberships was realized. In addition, the departments were asked to reduce staff due to budget reductions, which further resulted in the layoff of the FireMed Program Director. Management of the FireMed Program was reassigned to the Deputy Chief of EMS & Community Relations and the Administrative Services Director.
- During fiscal year 2011, the Metro departments worked collaboratively with other ambulance service providers and Lane County to modernize Lane County Code, Chapter 18, which is the County's Ambulance Service Plan. This resulted in Springfield issuing a Request for Proposal (RFP) for a private provider to begin providing non-emergency

inter-facility transports so that fire-based emergency ambulances would be more available for emergency response. A similar partnership has been developed in Eugene, and has been very successful. The RFP has resulted in an agreement between the City of Springfield and Rural Metro Ambulance.

- A 180-day trial period is set to begin in August of 2011 on a reconfiguration of the boundaries of the county's Ambulance Service Areas so as to provide for an urban-rural split between Eugene Fire & EMS and Lane Rural Fire/Rescue.

# GRANT FUNDING RECEIVED TO REPLACE AGING EXTRICATION EQUIPMENT

In fiscal year 2011, the Metro departments received Assistance to Firefighters Grant funding to be used towards the purchase of Powered Hydraulic Extrication Tools and Equipment (extrication equipment). The grant total was \$405,000, with the grant paying 80 percent at \$324,000, and the Metro Departments paying \$81,000.

The new extrication equipment will be NFPA 1936 compliant, and will provide rescue equipment that will be interoperable with and complement equipment in both communities and surrounding agencies. Extrication equipment currently being used by Eugene and Springfield is approximately 21 years old, incompatible and in need of replacement. The existing tool systems are not interoperable or interchangeable, and do not utilize the same power systems, fittings or fluids thereby creating a safety hazard on joint extrication scenes. This is common due to mutual/joint agency response to motor vehicle accident (MVA) incidents on intercity highways, freeways and streets. Furthermore, the age of these tools requires a large amount of maintenance and lacks the ability to safely handle new vehicle metals and technologies frequently encountered on MVA rescue/extrication incidents.

The lack of adequate reliable extrication equipment may force rescue personnel and trapped MVA and industrial accident patients to wait for arrival of additional and mutual aid companies to provide adequate tools and equipment to complete extrications without placing the rescuers and patients at undue risk. Lack of adequate reliable equipment also places responders into unsafe conditions while attempting rescues. For example, a recent MVA extrication took over 45 minutes due to the inability of the aging equipment to overcome the new vehicle safety cage systems. Multiple systems were used, but were not interoperable or inter-connectable, and greatly slowed the rescue operation.

Purchase of the new extrication equipment will improve the Metro departments' ability to deliver primary services on a daily basis both locally and regionally. This equipment will make an immediate improvement to regional rescue/extrication response capabilities, while protecting the safety of personnel on-scene. The equipment will be available for use by Rapid Intervention Team (RIT) crews at all structure fires for firefighter and civilian rescue throughout the region. Rapid extrication capability will also help the Metro departments keep within the medically-recognized "Golden Hour" for response, extrication, treatment and transport of trauma patients. The result will be lives saved. During fiscal year 2011, the Metro departments responded to approximately 1,359 MVAs and rescues, which included three accidents involving trains. While the Metro departments will be the primary beneficiaries of this new equipment, it will also benefit all regional agencies and communities through improved firefighter and public safety, equipment, training and mutual aid fire and rescue response capabilities. Additionally, the Metro departments will donate old useable extrication equipment, to smaller fire departments which have a need.

# DIVISION REPORTS

## Shift Operations Division



The City of Springfield in 2009 approved a 10-year fire equipment replacement plan, and the first step of that plan was achieved in 2010 with the purchase of three new engines. Now in service at the 5th Street, Gateway, and Thurston fire stations, the Pierce Velocity apparatus feature 450-horsepower Cummins engines, 1,500-gpm Waterous pumps, and high-output super-LED lights. Cross-lay pre-connect hose lines are only 60” off the ground, so firefighters will not have to climb onto the rig to pull the lines.

The two merging agencies began to integrate certain working committees, in particular the now-combined Apparatus & Equipment Committee, which has responsibility for developing common apparatus and equipment specifications. Ultimately this will produce savings and improve interoperability as the merger proceeds. A key upcoming issue for this committee will be metro-wide apparatus and equipment uniformity, even if the merger is reversed.

In a key fire suppression deployment decision, Springfield’s Tower 3 was moved to Fire Station 3 on 28<sup>th</sup> Street in order to provide more even truck company coverage to the entire metro area. Unlike a fire engine, which primarily pumps water, trucks carry an array of special rescue and extrication equipment, and have emergency response capabilities that may or may not involve fires.

## Special Operations, Logistics and Training Division

Last fiscal year, notification was received that the U.S. House of Representatives passed the Consolidated Appropriations Act of 2010, which included a \$150,000 Federally-funded earmark for Eugene’s Regional Command Training and Simulation Center (CTC) project that was part of the fiscal year 2010 United Front priority list. The Senate passed the bill, and President Obama signed the bill into law. During fiscal year 2011, the Metro departments submitted a business plan for the Regional CTC project, which has passed all reviews to date for the Federal earmark funding (with no matching fund requirement). Lane County’s Sheriff, Eugene’s Police Chief and Eugene/Springfield’s Fire Chief jointly decided to evenly divide the total award of \$648,000 between all three agencies projects, to get the projects up and running to a level to be able to demonstrate to the Federal government that the money has been spent appropriately, and then ask for additional funding to complete all three projects. The Federal earmark funding (now set at \$216,000) is in the process of being distributed, but is currently being held for further review

before being released. Additionally, the conference room at Fire Station 1 has been identified as a location for the Regional CTC, because it can be easily reconfigured to meet the needs for a temporary CTC location. Work also continues to identify other funding sources, and to determine the necessary remaining components for the Regional CTC.

This past summer 15 young women between the ages of 15 and 19 years old graduated from the first annual Confidence and Leadership Fire Camp for Young Women, hosted by the Eugene Fire & EMS and Springfield Fire & Life Safety Departments. Fire Captain Jean Woodrich served as Incident Commander of this incredibly successful event. The goals of the camp were to provide a safe environment to introduce the young women to fire and emergency medical services, teach them leadership, confidence and team-building skills by providing them with instruction and hands-on drills in rope rappelling, live fire burns, physical fitness training, and emergency medical treatment. Camp participants also heard from a wide variety of local community leaders and department personnel, who spoke on the topics of confidence and leadership.



While fire departments in the U.S. have a long history of being predominantly white male, the camp is part of ongoing efforts to engage under-represented populations to consider careers in fire and emergency medical services.

The departments' ongoing outreach efforts include working with students to help prepare them to successfully pass the Candidate Physical Ability Test (CPAT), as

well as running a teen career day outreach program twice a year, which provides high school students with a day of exposure to the fire and emergency medical services field and a concurrent job fair.

In Logistics, department personnel completed annual hose testing, ground ladder testing, and Underwriters Laboratory (UL) aerial ladder testing. An advanced turnout inspection was completed and emergency meals have been put in inventory to support crews during a disaster.

As automation support becomes increasingly critical, the departments are preparing a long-range Information Technology Plan. Steps taken this year include network and software inventory and system mapping. Electronic patient care reporting and mobile data computer troubleshooting algorithms have been delivered to crews to assist with system troubleshooting in the field. A mobile work order program has been added to E-LOG to track problems with hardware, software, and the network.

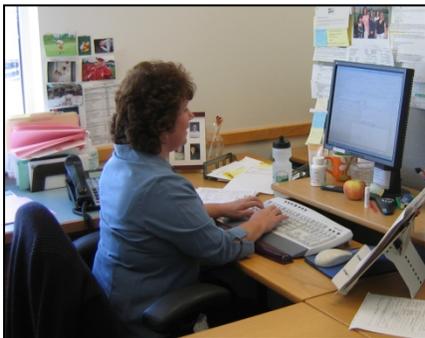
The Hazardous Materials Team continued its work with calibrating environmental monitoring equipment for other agencies in the region, and has been active in assisting other Oregon Hazardous Materials teams in designing and installing the resource centers in their response

units. Team members continued to attend and conduct training, as well as participate in large-scale drills.

The Training Sections of the Metro departments are now fully-integrated. Two Fire Recruit classes graduated during fiscal year 2011, one being the first Metro Fire Recruit Academy.

Both departments' Water Rescue Team resources were redeployed – Springfield's rescue craft was moved to the Gateway fire station, while Eugene's front-line boat is now housed at the Downtown fire station with the reserve boat at Sheldon station. Water rescue-certified personnel are concentrated at these three stations during the water recreation season, Memorial Day through Labor Day.

## **Administrative Services Division**



In fiscal year 2011, Eugene and Springfield Ambulance Billing Section staff processed 33,653 claims for a total gross amount of \$50,665,189 and current net payment posting of \$16,850,086. In addition to Eugene and Springfield, billing services are provided to 20 other municipalities throughout the state. The staffing consists of two supervisors and twelve billing support personnel. During the functional consolidation, the Ambulance Billing offices are located in both Eugene and Springfield and maintain separate billing systems. As the functional consolidation moves forward, a merger of staff and systems will occur with the expected outcome of greater efficiencies and reduced maintenance costs.

The FireMed Ambulance Membership Program is operated as a partnership between the cities of Eugene and Springfield, as well as Lane Rural Fire/Rescue, and Life Flight. Membership management services are based in Springfield. In fiscal year 2011, the FireMed Director position was eliminated during the budget process, and as a result, program oversight is now shared by Deputy Chief Mark Walker and Administrative Services Director Brian Evanoff with one Program Technician, and additional temporary staffing during campaign periods. The annual FireMed partnership campaign period runs March 1<sup>st</sup> through June 30<sup>th</sup>, and provides membership ambulance coverage for the upcoming fiscal year. The Central Lane (Eugene, Springfield, Lane Rural) 2012 FireMed campaign year, which concluded June 30, 2011, was up 1.9 percent (627) in number of household memberships from the prior year, with an overall revenue increase of 4 percent (\$98,542). Additionally, Life Flight experienced growth in number of memberships by 0.9 percent (123), and an increase in revenue of \$4,920 from the prior year. Total fiscal year 2011 revenue for all partners combined was \$2,554,557.

The activities of both the FireMed Program and Ambulance Billing are an essential part of recovering and/or generating revenue to supplement EMS operating expenses within the departments.

## **Emergency Medical Services & Community Relations Division**

The functional consolidation of Eugene Fire & EMS and Springfield Fire & Life Safety prompted work with the EMS Sections of both departments to identify and implement changes that bring the EMS programs of the departments closer together. While the systems grew up together, and have a long history of working cooperatively, minor differences developed over the years. EMS staff from both jurisdictions are working to standardize practices and protocols between the departments. This will continue to increase service efficiency and quality of care.

The consolidation also combined the Community Relations Sections of both departments. In addition to the routine schedule of tours, engine company visits, and responses to media inquiries, community relations staff facilitated the production and broadcast of public education videos; one providing an update on the Metro Fire Merger Initiative, and another providing an overview of ambulance service funding issues. Currently in progress is the production of a promotional video on the Eugene Fire & EMS and Springfield Fire & Life Safety Departments that will be used at future presentations and community events to show what the two departments do. These video projects were funded by a City of Eugene Telecommunications Grant.

## **Springfield Emergency Management**

The Deputy Chief of EMS and Community Relations also serves as the City of Springfield's Emergency Manager. This position chairs the City's Emergency Management Committee. A major activity during fiscal year 2011 was the recognition and organization of a Community Emergency Response Team (CERT). The CERT was trained through a series of grants coordinated by Eugene Emergency Management. The Emergency Manager also had a lead role in a flood awareness campaign following the announcement by the Corp of Engineers that maintenance of the dams upstream from the City of Springfield could lead to an increased chance of localized flooding.

## **Prevention Division**

On July 1, 2010, as part of the Intergovernmental Agreement (IGA) between the Cities of Eugene and Springfield, Deputy Chief Al Gerard became the Fire Marshal for the combined Fire Marshal's Office of Eugene and Springfield. The IGA resulted in the unification of the two Fire Marshal's Offices under a single command. The Partial Exemption Status of both cities is maintained in the agreement, as well as all services that have been previously provided to both communities. The efficiency gained in this arrangement is expected to be extended by a Memorandum of Understanding (MOU) in the upcoming year for the combined Fire Marshal's Office, in which all Deputy Fire Marshals will be able to provide services across the traditional jurisdictional boundary.

### **Springfield Accomplishments/Highlights:**

- Completed training and first year probationary period of Deputy Fire Marshal Mark Dahl. Mark comes to the Fire Marshal's Office with extensive hospital fire safety and compliance experience, as well as an extensive history in occupational health and safety. Deputy Dahl is assigned to the Operational (Hazardous Materials) Permit Program.

- Taken on responsibility for the creation of Pre-Incident Plan drawings as a core service to facilitate emergency response efficiency, and to address concerns for firefighter safety in emergency response. The drawings will be submitted in an electronic format for use on fire apparatus Mobile Data Computers and will be accessible to Company Officers while en route to emergency incidents.
- Began holding joint staff meetings between Springfield and Eugene Fire Marshal's Office staff, as part of the consolidation of the two work forces.

**Eugene Accomplishments/Highlights:**

- Completed Plan Review work and began Code Enforcement collaboration with the University of Oregon to facilitate new ongoing unique programming, such as the Monster Truck Show and Rodeo at the Matthew Knight Arena, a 12,000 seat, multi-use, indoor venue.
- Cody, The Official Fire Safety Dalmatian, and Deputy Fire Marshal Amy Linder were invited for the first time to participate with the Oregon Fire Service Honor Guard in training at Redmond in preparation of Oregon's annual Fallen Firefighter Memorial Ceremony.
- Provided Code Enforcement and collaboration at the Lane County Events Center in preparation of their hosting Oregon Public Broadcastings' "Antiques Roadshow", a first time event in Eugene.
- The man arrested for a March 2010 three-day string of arson fires in west Eugene was tried and convicted in September of 2011. The fires involved a church and a restaurant; the church suffered heavy damage to the building, which was later demolished. Two Deputy Fire Marshals worked in conjunction with Eugene Police Department Arson Detectives in determining cause and origin, and provided testimony for this case. The suspect was also implicated in a number of out-of-state fires.
- Began holding joint staff meetings between Eugene and Springfield Fire Marshal's Office staff, as part of the consolidation of the two work forces.

# Sustainability and Environmental Management Practices

In view of the current well-justified focus on preserving our environmental resources for future generations, this section lists some of the departments' programs and procedures that help us and others to approach our surroundings in a spirit of responsibility and sensitivity.

## Sustainability Programs

- 1. Toxics Right-to-Know Program.** Eugene voters in 1996 adopted this program requiring public reporting of hazardous substance use by manufacturers. Since that time, data reported under the program has shown an upward trend in the overall use of hazardous substances, but a downward trend in releases of those substances to the environment. The program is managed by the Eugene Fire Marshal's Office.
- 2. Sustainable design and construction.** Newer facilities – including the Thurston, Downtown, Santa Clara, Whiteaker, and Sheldon fire stations – all were designed and constructed to state-of-the-art standards for energy efficiency, incorporating sustainable building materials, maximum use of natural light and ventilation, solar water pre-heating, radiant heating in the equipment bays, advanced electrical control systems, high-efficiency motors and boilers, heat-recovery ventilation, and many other environmentally sensitive features.
- 3. Class A burn building.** A 2002 Eugene bond measure enabled the department (in addition to building a new Downtown Fire Station) to purchase and install a permanent Class A concrete and tile burn building at the 2<sup>nd</sup> & Chambers campus. The burn building provides firefighters the opportunity to experience live fire conditions in a controlled setting without the air and groundwater contamination concerns of more traditional “burn-to-learn” exercises involving donated structures in the community. It is standard practice to use non-polluting fuels for training fires conducted in the burn building.
- 4. Administrative office procedures.** Department-level administrative practices conform to or exceed standard sustainability guidelines, and include online rather than printed publications and reports (e.g., this report), default two-sided printing, recycling of paper and kitchen-related products, reduced use of the department's color printers, elimination of personal space heaters (replaced by energy-efficient heated footpads supplied by EWEB), purchase of energy-saving flat-screen computer monitors, and the provision of many sustainable construction features within the infrastructure of the administrative work environment.
- 5. Use of bio-diesel.** In accordance with adopted City policy, Eugene Fire & EMS vehicles use bio-diesel fuel (B20) to the fullest extent possible. Conversion to this fuel type resulted in some problems for our medic units in 2006, and the decision was made that these units will continue run on normal diesel fuel until they are rotated out of service and replaced. The new medic units run on bio-diesel.

## Environmental Management Practices

- 1. Regional Hazardous Materials Team.** The departments maintain a fully equipped Hazardous Materials Team that responds throughout Lane County under contract with the State of Oregon. By the end of this year, all 22 members of the team will be certified to the Hazardous Materials Technician level; most of the members already have this certification. The team is proficient in booming/damming/diking techniques, chemical overpacking (secondary containment), as well as recognition, monitoring, and neutralization of hazardous substance conditions.
- 2. Environmental protection as a tactical priority.** To the extent possible, when responding to fires or other emergencies, department personnel take steps to mitigate any negative effects on the environment that may be caused either by the incident or by the response. Most typically this takes the form of deploying booms to protect storm sewers from contaminated runoff, but groundwater protection from hazardous substances is also a consideration in some responses.
- 3. Oil/water separator on the drill field.** Water and foam are used regularly in training drills occurring on the department's drill field at 2<sup>nd</sup> & Chambers. Water and oil are used in the routine testing and maintenance of the department's apparatus and equipment, much of which also takes place on the drill field. The west end of the drill field is equipped with a switch directing runoff to the sanitary sewer system when potential contaminants are released.
- 4. Soy-based foam.** The departments began testing a soy-based penetrant foam in 2005, and has now nearly completed the conversion to this type of foam for all fire suppression apparatus. Although more expensive than the chemical foam formerly used, the new soy-based foam is far less toxic (preventing groundwater and stream contamination), is more compatible with the department's equipment (meaning fewer clogged or corroded lines and valves), and has proven to be equally effective as a fire suppression tool.
- 5. Exhaust extraction systems.** All Eugene and Springfield fire stations are equipped with direct diesel exhaust extraction systems (vacuum apparatus that connect directly to vehicles' exhaust pipes when the vehicles are in the equipment bay). These systems help protect the health of firefighters and also prevent exhaust-related degradation of equipment stored in the bays. They are also equipped with filters to capture particulates before fumes are exhausted to the outside air. When apparatus are first started, there is a larger discharge of contaminants than is experienced after the engine is running.
- 6. Storm/sanitary sewer switches.** The infrastructure at all fire stations in the metro area includes a switch to direct wastewater to either the storm sewer or sanitary sewer system, depending on its content. In the most common example, the water used to wash suppression apparatus, which contains cleansing agents as well as impurities, is directed to the sanitary sewer system as a matter of standard operating procedure.
- 7. Electronic patient care reporting and record-keeping.** The departments continually seek to identify and implement measures that reduce consumption of paper. A recent major advancement in this area has been the move to electronic patient care reporting, both in the field and for billing purposes. Other measures are in place or are being considered.

# Fire Stations



## **Downtown Station (Station 1)**

1320 Willamette Street

Constructed: 2005

Engine company, truck company, Battalion 1 Chief, dual-role medic unit, water rescue units, Fire Marshal's Office

## **Whiteaker Station (Station 2)**

1715 W. 2<sup>nd</sup> Avenue

Constructed: 1999

Engine company, truck company, water tender, Urban Search & Rescue Team, Battalion 2 Chief



## **28th Street Station (Station 3)**

1225 N. 28th St.

Constructed: 1971

Engine company, dual-role medic unit, Battalion 3 Chief



**5th Street Station (Station 4)**  
1475 5th St.  
Constructed: 1973  
Engine company, heavy rescue vehicle

**Gateway Station (Station 5)**  
2705 Pheasant St.  
Constructed: 1997  
Engine company, medic unit,  
Water Rescue Team



**Sheldon Station (Station 6)**  
2435 Willakenzie Road  
Constructed: 1998  
Engine company, peak activity dual-role  
medic unit, Water Rescue Team,  
Emergency Operations Center



**Bethel Station (Station 7)**  
4664 Barger Drive  
Constructed: 1979 (remodeled 1999)  
Engine company

**Danebo Station (Station 8)**  
500 Berntzen Road  
Constructed: 1968 (remodeled 1995)  
Engine company, "swing" medic unit, water  
tender



**Valley River Station (Station 9)**  
697 Goodpasture Island Road  
Constructed: 1972 (remodeled 1996)  
Engine company, Oregon Regional Hazardous  
Materials Team



**Bailey Hill Station (Station 10)**  
2002 Bailey Hill Road  
Constructed: 1983 (remodeled 1996)  
Engine company, brush engine, dual-role medic unit

**Santa Clara Station (Station 11)**  
119 Santa Clara Avenue  
Constructed: 2005  
Engine company, dual-role medic unit



**Airport Station (Station 12)**  
90711 Northrup Drive  
Constructed: 2010  
Aircraft Rescue &  
Firefighting  
(ARFF) units



**University Station (Station 13)**  
1695 Agate Street  
Constructed: 1945 (remodeled 1996)  
Engine company, brush engine

**48th Street Station (Station 14)**  
4765 Main St.  
Constructed: 1961  
Engine company, brush engine



**South Hills Station (Station 15)**  
80 E. 33rd Ave.  
Constructed: 1953 (remodeled 1998)  
Engine company, brush engine

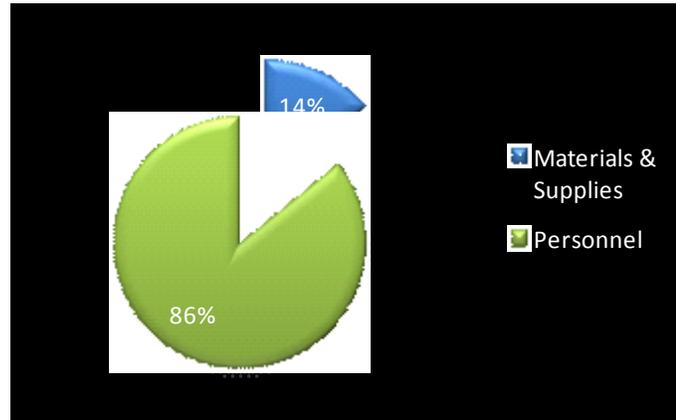


**Thurston Station (Station 16)**  
6853 Main St.  
Constructed: 2009  
Engine company, dual-role  
medic unit

# Department Budget – Eugene

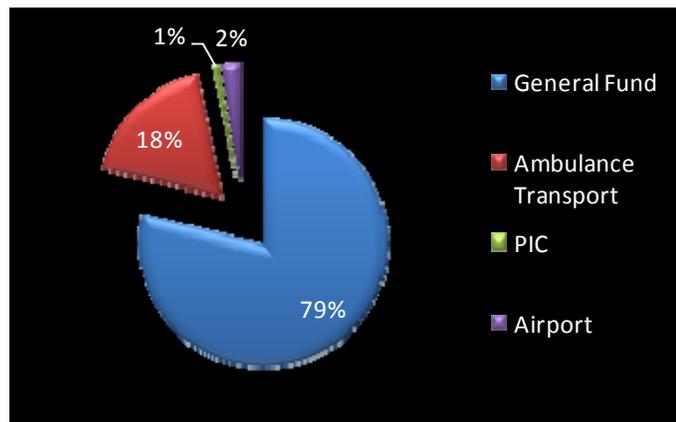
For Fiscal Year 2011, the department’s operating expenditures totaled \$29,401,970, representing an increase of 1.7% from fiscal year 2010 expenditures due to increased personnel costs. As shown on the first graph, personnel costs covering wages, overtime, and fringe benefits account for 86% of the department’s operating expenditures. The remaining 14% covers materials and supplies include firefighting equipment; fire and medical supplies; and fixed costs such as phones, computers, fleet, and radios. General Fund fleet replacement and capital improvement costs are accounted for in separate City internal funds and are not represented in the Fire & EMS Department budget.

**Expenditures**

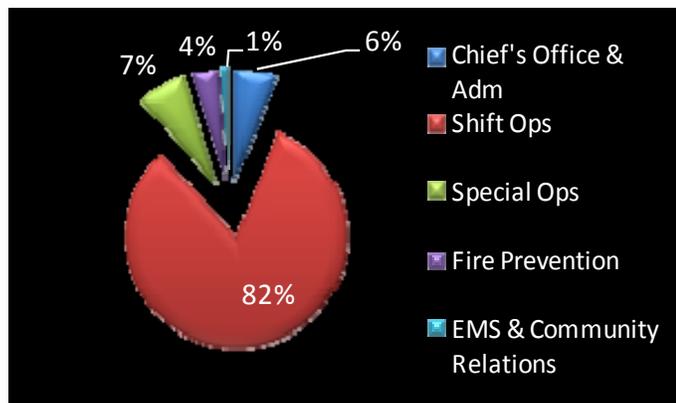


The second graph shows a general fund allocation of 79% of the department’s total funding, covering the costs of providing fire suppression, rescue, first response emergency medical services, and the Fire Marshal’s Office, plus support functions (logistics, information services, administration, etc.) The department also brings in General Fund revenues totaling \$2 million for fire suppression contracts, grant funding code enforcement, and other miscellaneous reimbursable services. The remaining 21% of funding is derived from the Ambulance Transport Fund (18%), an enterprise fund that covers ambulance transport costs; the Airport Fund (2%) that covers the costs of firefighters assigned to the airport; and the Construction Permit Fund (1%) that covers the costs of plan review by Deputy Fire Marshals.

**Funding Sources**



**Personnel Allocation**



The final graph represents the department’s allocation of personnel. As shown, 82% (176 full-time equivalents or FTEs) are assigned to the Shift Operations Division responsible for fire suppression activities; the remaining 18% (36 FTE) make up the Office of the Chief, Fire Prevention, EMS & Community Relations, and Special Operations Divisions.

# Department Budget – Springfield

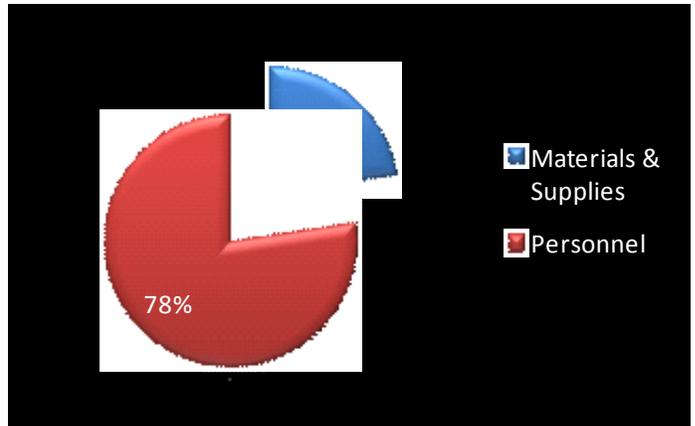
For Fiscal Year 2011, the department's operating expenditures totaled \$16,458,773. As shown on the first graph, personnel costs covering wages, overtime, and fringe benefits account for 78% of the department's operating expenditures. The remaining 22% covers materials and supplies include firefighting equipment; fire and medical supplies; fixed costs such as phones, radios, computers, fleet operations and fleet replacement fund contributions; and capital improvements included in the annual budget.

The second graph shows a General Fund allocation of 60% of the department's total funding, covering the costs of providing fire suppression, rescue, first-response emergency medical services, and the Fire Marshal's Office, plus support functions (administration, etc.).

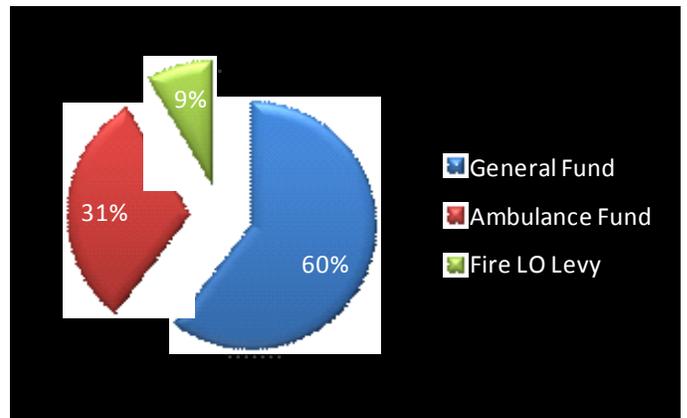
The department received General Fund revenues totaling nearly \$1.8 million for fire suppression contracts, code enforcement, and other miscellaneous reimbursable services. The remaining 40% of funding is derived from the Ambulance Transport Fund (32%), an enterprise fund that provides support for ambulance operations, FireMed and ambulance billing; and the Local Option Levy (8%) that covers the costs of 12 FTE firefighter/paramedics.

The final graph represents the department's allocation of personnel. As shown, 82% (87 full-time equivalents or FTEs) are assigned to Operations, responsible for fire suppression activities, special teams, training, and fire prevention; and the remaining 18% (19 FTE) to support functions including: finance, administration, Account Services (ambulance billing), FireMed administration, and the Office of the Chief. The 19 FTE in support functions were reduced during the fiscal year to 15 FTE. The new ratio of Shift Operations to Administration is 85% to 15%.

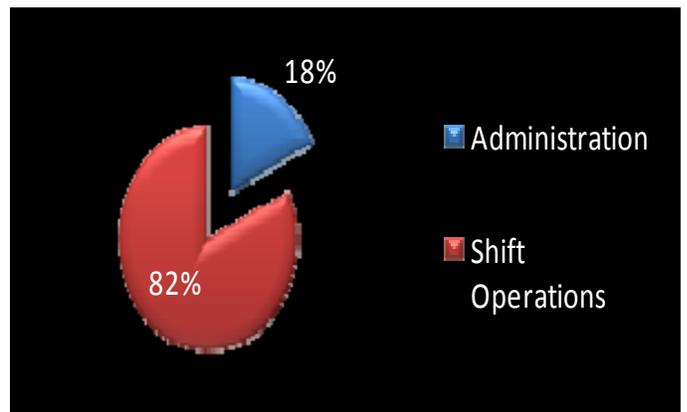
### Expenditures



### Funding Sources



### Personnel Allocation



# Vital Statistics — Fiscal Year 2011

## Service Areas

Incorporated cities plus contract districts	
Total Population	234,509
Total Area (sq. mi.)	92.9
Springfield plus contract districts	
Population	66,300
Area (sq. mi.)	19.8
Eugene plus contract districts	
Population	168,209
Area (sq. mi.)	73.1
Combined ambulance service areas	
Total Population	279,992
Total Area (sq. mi.)	1,676.0
Springfield ambulance service areas	
Population	88,674
Area (sq. mi.)	1,242.0
Eugene ambulance service areas	
Population	191,318
Area (sq. mi.)	434.0

## Calls for Service

All calls	
Eugene	21,539
Springfield	11,136
Medical calls	
Eugene	17,824
Springfield	9,572
Fire/other calls	
Eugene	3,715
Springfield	1,564
Patients transported	
Eugene	12,092
Springfield	6,948

## Calls for Service (continued)

Automatic Alarms	
Eugene	1,358
Springfield	457
Public Assist Calls	
Eugene	1,458
Springfield	609
Loss from Fires	
Structure fires	\$6,404,939
Vehicle fires	\$236,350
Outside fires	\$28,957
Dumpster fires	\$19,100
All other fires	\$41,235
Civilian fire-related injuries	9
Civilian fire-related deaths	1
Station tours (est.)	109
Total visitors (est.)	1,897
Crew visits/public events (est.)	24
People contacted (est.)	1,382
Fire investigations	
by Fire Marshals	59
Incendiary determinations	
based on investigation	17
Plan reviews and re-reviews	1,220
Inspections	
New construction	1,652
Code enforcement	1,133
Hazardous materials	116

## Hydrant Maintenance

Fire Department repairs on	
existing hydrants	94
New hydrants added to system	26
Public hydrants in metro area	5,542

## **Personnel**

Office of the Chief	13
Shift Operations	258
Special Operations	14
EMS & Community Relations	1.25
Administrative Services	15
Fire Prevention	<u>12.75</u>
Total	314

## **Apparatus (front line)**

Trucks	3
Engines	12
Quints	3
Fire & EMS medic units	7
Rural/Metro medic units (public/private partnership)	2
Life Flight Helicopter (public/private partnership)	1
Water tenders	3
Brush engines	4
Command vehicles	3
ARFF unit (airport)	1
Water Rescue craft	2
Hazardous Materials units	2
Technical Rescue units	3
Air & Light unit	1

# Awards and Service Milestones

## Awards

### Unit Citation

Firefighter Anthony Quesada  
Firefighter Scott Fitch

### Class Two Commendation

Captain Rodney Cullen  
Emergency Equip. Tech. Eric McGillvrey  
Firefighter Kevin Sundholm

### Class One Commendation

Senior App. Support Tech. Brandy Henning

### Annual Medical Services Award

Firefighter Craig DeGarlais

### Appreciation Award

Dr. John Mackey

### Citizen Awards

#### Valorous Service Award

Clayton White

#### Life Saving Award

Jake Brandon

#### Certificate of Appreciation

Chaplain Mike McCoy

#### Partnership Award

Spec Industries

## Medic of the Year

Craig DeGarlais

## Medics of the Quarter

### 1<sup>st</sup> Quarter

No selection

### 2<sup>nd</sup> Quarter

Mike Caven

### 3<sup>rd</sup> Quarter

Steve Stice

### 4<sup>th</sup> Quarter

Craig DeGarlais

## Years-of-Service Milestones

The following personnel reached career milestones during fiscal year 2011:

### Special Acknowledgement 20 Years

Firefighter Wayne Pearson  
Who was inadvertently excluded last year!

### 35 Years

Robert Buckridge 02/75

### 30 Years

Randall DeWitt 04/80  
Randall Groves 04/80  
Jonathan Hanson 12/80  
Rebecca Hollenbeck 10/80  
James Matthews 01/80  
Thomas Saraceno 04/80  
Donald Vaught 04/80

### 25 Years

Eric McGillvrey 08/85  
Jeff Narin 06/85

### 20 Years

Michael Hundt 04/90  
Julie Lindsey 09/90  
Laurie Monico 04/90  
Wayne Pearson 04/90  
Mathew Reger 07/90  
Todd Schwartz 04/90  
Randall Sinnott 07/90  
Cathy Smith 01/90  
Stephen Stice 07/90  
Joseph Zaludek 07/90

### 15 Years

Tony Biagi 01/95  
Anthony Bucher 01/95  
J Rich Dahl 01/95  
Tony Kennedy 01/95

## **15 Years (Continued)**

Joseph Seibert 01/95  
Benton Ulm 01/95

## **10 Years**

Karen Anderson 06/00  
Richard Apker 04/00  
Forrest Chambers 04/00  
Barbara Courtney 07/00  
Rodney Cullen 04/00  
Jonathan Deininger 04/00  
Paul Highfill 04/00  
Jay Holder 04/00  
Ronald Hooker 04/00  
Elizabeth Kelly 11/00  
David Nowak 04/00  
Patrick O'Donnell 04/00  
Erik Peale 04/00  
Anthony Quesada 04/00  
Ruth Stringer 04/00  
Paul Van Buskirk 04/00  
Merle Ward 04/00

## **5 Years**

Phillip Bender 06/05  
Theodore Cole 06/05  
Gail Draper 02/05  
Joann Eppli 08/05  
Daniel Giles 06/05  
Jesse Gill 06/05  
Cinimint Harper 02/05  
Bryon Harvey 03/05  
Ryan Hay 06/05  
Diane Kelley 09/05  
Riley Martinka 06/05  
E Wayne Morris 06/05  
Tyson Pardun 03/05  
Anna Reid 03/05  
Chad Smith 03/05

## **New Employees**

The following individuals joined the Metro departments in fiscal year 2011:

Jesse Bishop  
Ryan Charboneau  
Daniel Defoe  
Gabriella Duva  
Shannon Murphy-Edwards  
Ryan Freeman  
Sean Hill  
Collin Mitchell  
Scott Moser  
Paul Yermachenkov

## **Promotions**

The following personnel received promotions during fiscal year 2011:

William Bennett  
Greg Burton  
Brent Byer  
Joann Eppli  
Cinimint Harper  
Ryan Hay  
Paul Highfill  
Jeffrey Loewenheim  
Craig Lowe  
Benjamin Meigs  
Laurie Monico  
Linda Morris  
Shannon Murphy-Edwards  
Chris Paskett  
Paul Starkey  
Nathan Svejcar  
Jeffrey Sweet  
Mark Vanderville  
Svenerik Wahlroos  
Jean Woodrich  
Andrew Young

## **Retirements**

The following personnel retired in fiscal year 2011:

Raymond Brunton (Springfield)

Robert Buckridge (Eugene)

Linda DeLange (Springfield)

James England (Springfield)

Barry Floyd (Eugene)

Denise Giard (Eugene)

Javier Gonzalez (Eugene)

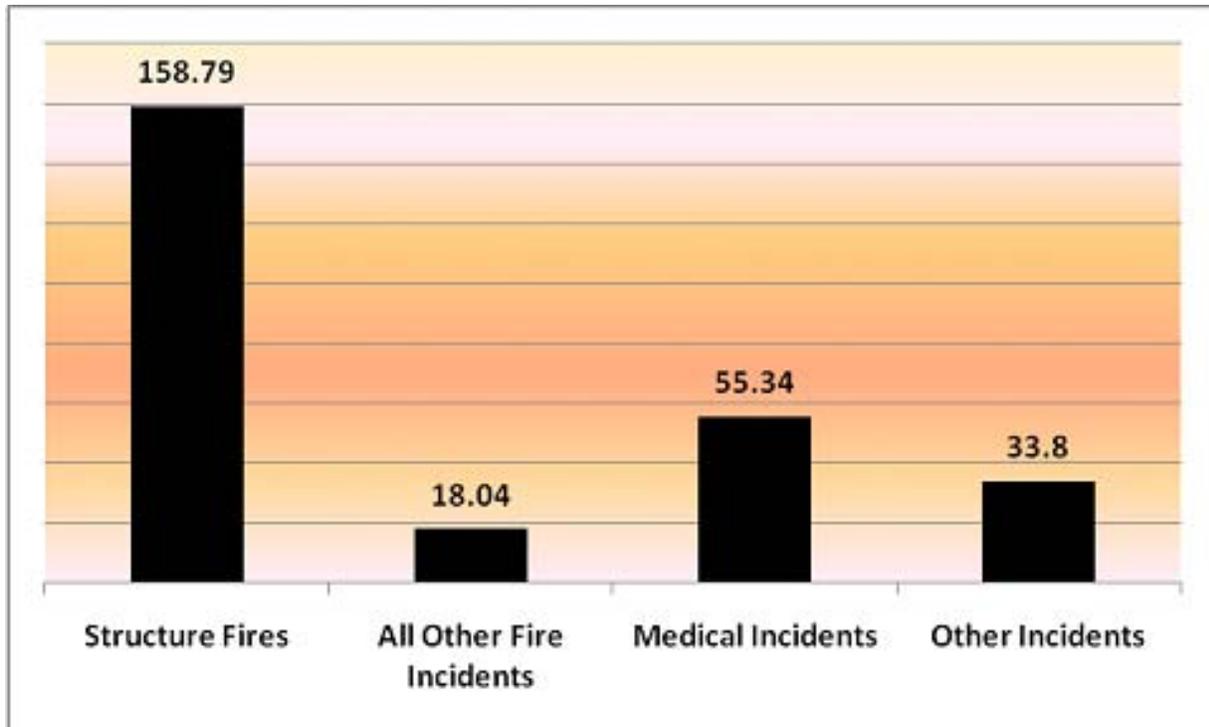
Jonathan Hanson (Eugene)

Glen Potter (Eugene)

Ruth Stringer (Springfield)

# Resource Commitment by Call Type

Average Minutes in Service (Dispatch to Clear) by Call Type/Fiscal Year 2010

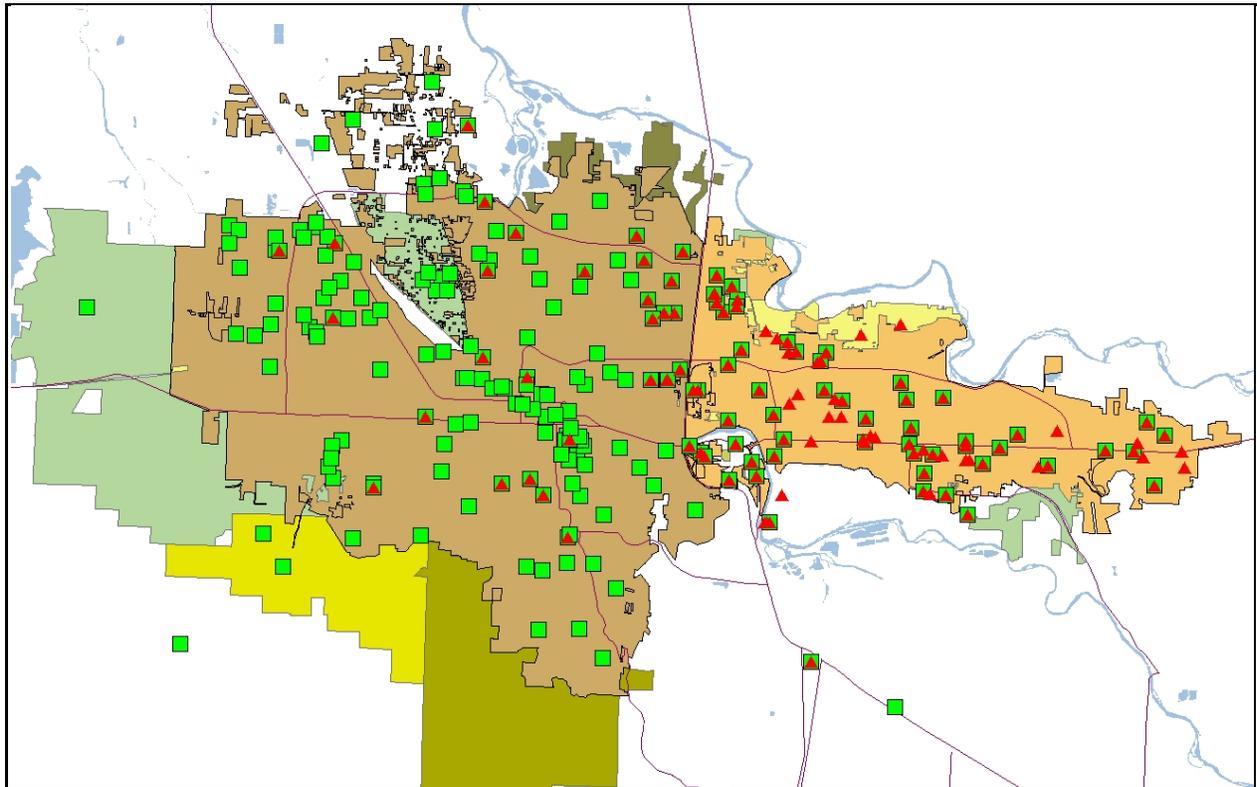


The above graph provides an illustration of the disparate resource commitments required for the most common types of calls to which the departments respond. Structure fires generally require a greater amount of on-scene and recovery time than most other types of calls.

However, the disparity is even greater than that, because the standard response to an emergency medical services call is one engine and one medic unit – collectively carrying a total of five personnel – while the standard response to a residential structure fire is four engines, one truck, one medic unit, and two Chief Officers, for a total of 19 personnel. Commercial, industrial, and high-rise fires receive an even greater initial response.

Because fires take longer, and require more personnel, it would not be correct to assume that the respective resource commitments of the departments between fires and medical emergencies are directly proportional to the percentage of calls of each type. The great majority of calls are for emergency medical response, but in terms of actual resources required and committed, the difference is not as great as one might expect. This is even more true when factors such as return to quarters, recovery (cleanup, decontamination, resupply), and follow-up reporting requirements are also considered, for fires versus medical calls.

# Structure Fire Responses by Service Area

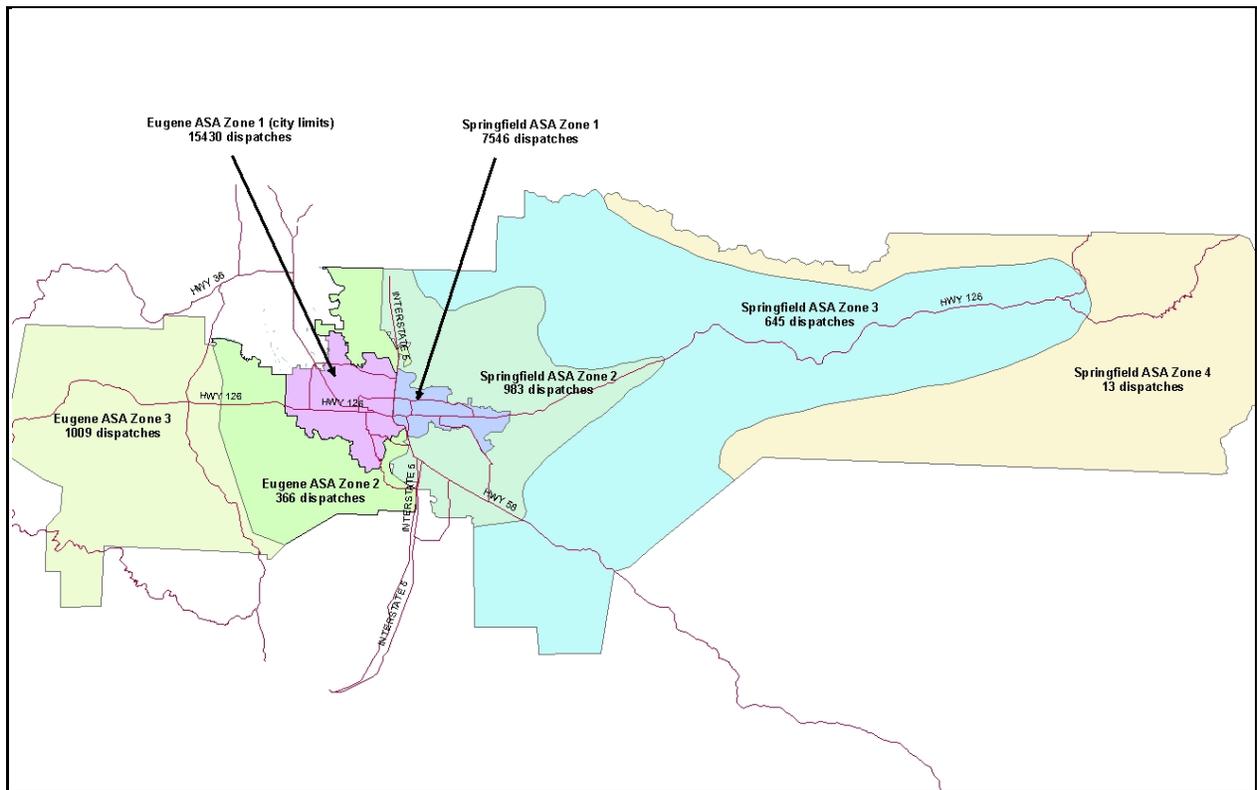


The Metro departments protect the entire Eugene-Springfield metro area by responding not only within the cities' limits but also into neighboring districts served under contract, including Bailey Spencer RFPD, Eugene Fire District #1, Glenwood RFPD, Rainbow RFPD, River Road Water District, Willakenzie RFPD, and Zumwalt RFPD. The departments also respond as necessary to all other surrounding jurisdictions under mutual or automatic aid agreements.

The map above shows the locations of structure fire responses during fiscal year 2011 in which Eugene Fire & EMS or Springfield Fire & Life Safety was the sole or a participating responder. A square by itself indicates a Eugene-only response (135) and a triangle by itself indicates a Springfield-only response (34). Where a triangle and a square are shown in the same location, both departments responded; there were 89 structure fire responses of this type. For the metro area, there were a total of 258 structure fire responses during the fiscal year.

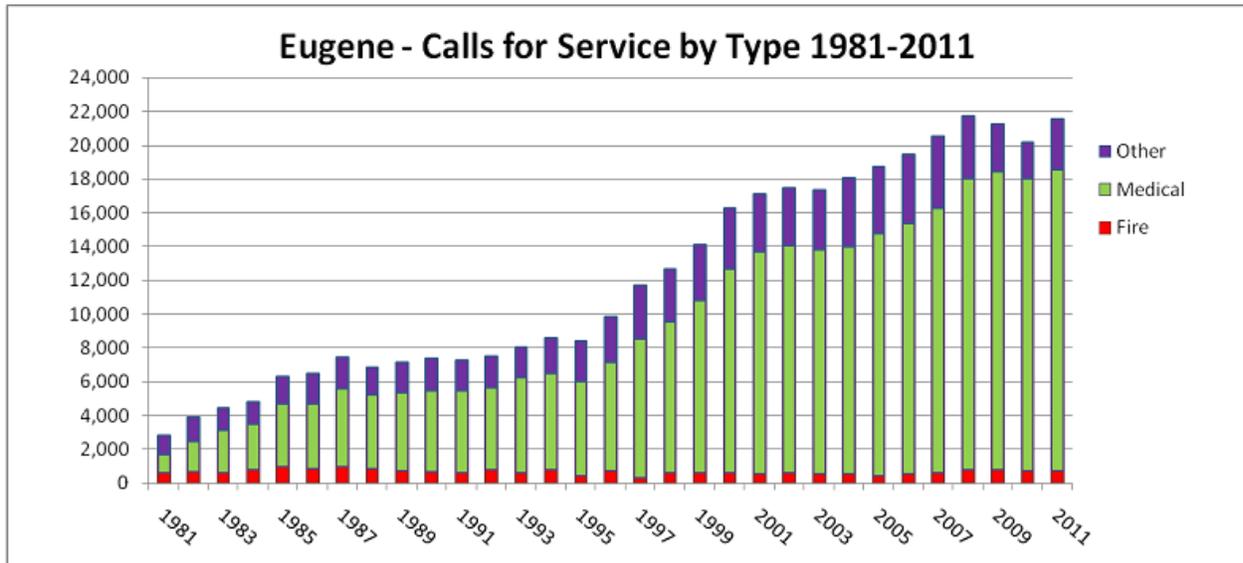
In addition, however, fire crews responded to 4,799 other non-medical calls in the fiscal year, including smaller fires (vehicle, grass, bark dust, etc.), natural gas leaks, explosions, hazardous materials incidents, water rescues, reports of smoke or suspicious odors, public assistance, police assistance, downed power lines, and many others.

# EMS Calls by Service Area

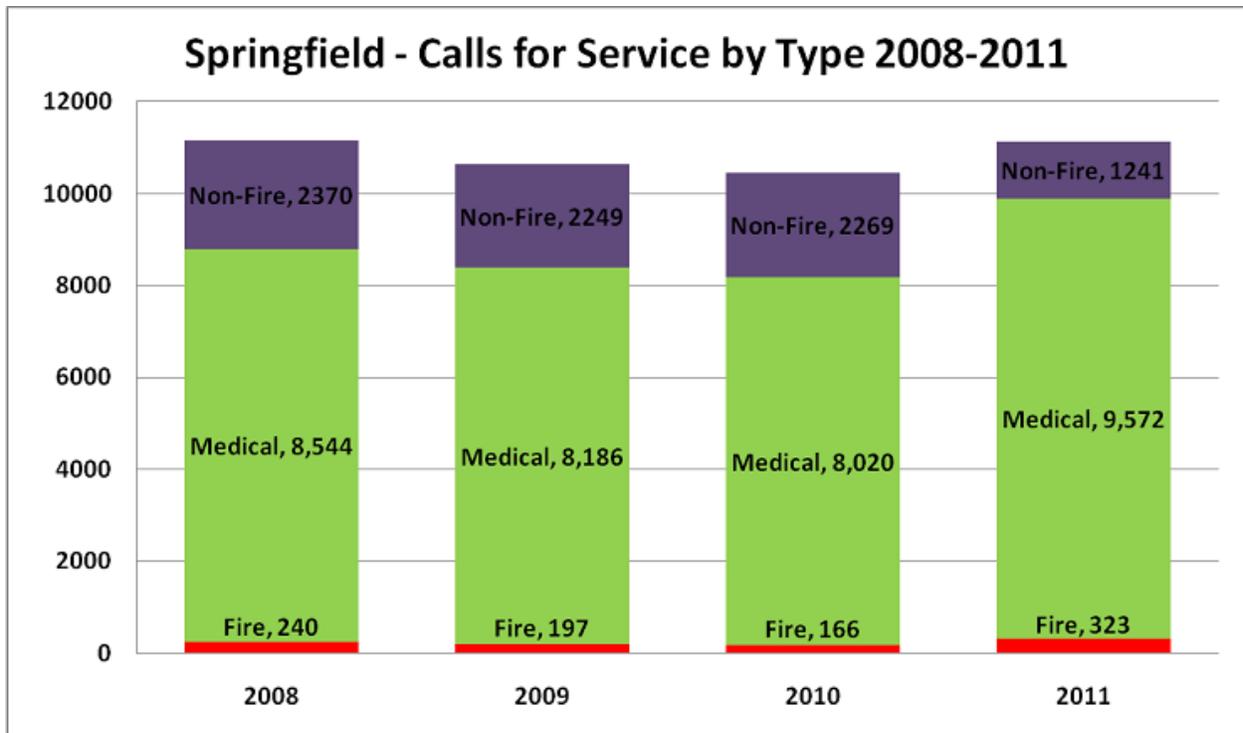


In Oregon, Ambulance Service Areas, or ASAs, are assigned to provider agencies by county government. The ASAs for Eugene Fire & EMS and Springfield Fire & Life Safety are shown above. They include the cities themselves plus large outlying geographic areas in both cases, generally to the west for Eugene and to the east for Springfield. Eugene's ASA extends approximately halfway to the coast and covers a total of 434 square miles, while Springfield's includes territory as far east as McKenzie Bridge, and has a total area of 1,242 square miles. For purposes of management information, the ASAs are divided further into zones, which are based on population density and distance from agency resources. The map above shows ambulance responses by the two agencies in each zone of their respective ASAs (Eugene's ASA has three zones while Springfield's has four) for fiscal year 2011 (07/01/2010 – 06/30/2011). For the two departments combined, there were a total of 27,819 ambulance dispatches during the fiscal year.

# Calls for Service by Call Type



The graph above shows total calls for Eugene Fire & EMS response per year, beginning in 1981. A leveling off of medical calls and total calls can be seen beginning in 2002, due to a reduction in the size of Eugene's Ambulance Service Area. The upward trend subsequently continued, with a slight downturn in 2009 probably attributable to the City's partnership with Rural Metro Ambulance (a private ambulance service provider) who now handles certain categories of non-emergency medical transports, and possibly also to new regulations requiring disclosure of ambulance fees prior to transport.



The graph above shows total calls for Springfield Fire & Life Safety response per year, beginning in 2008. Prior to 2008, Springfield tracked total apparatus response versus total incidents, therefore, this figure shows the number of calls for service from 2008 to 2010 only. A downturn in medical calls is expected in fiscal year 2012, as the City of Springfield has now also signed a contract with Rural Metro Ambulance to handle certain categories of non-emergency medical transports.

For the Metro departments, calls for fire response have remained relatively stable over the years, as improved construction techniques and materials — as well as aggressive fire prevention programs — have offset steady growth in population, number of structures protected, and other overall community risk factors.

The continuing high level of medical service demand, however, is of great concern. Reductions in Medicare reimbursement rates, a rising median age of the population, and reduced support for social services have combined to threaten the long-term financial stability of the region's ambulance service. The problem is nationwide, and addressing it is a key priority for the Metro departments and other service providers in the area.

# Partnerships and Affiliations

Eugene Fire & EMS and Springfield Fire & Life Safety are grateful to the many public, private, and nonprofit agencies that have extended the hand of partnership to us in order to help keep our community safe. A short list is given here. There are many others. Thank you.

- Lane County Fire Defense Board
- Oregon Medical Association
- International Association of Fire Chiefs
- Oregon State Ambulance Association
- Oregon Fire Chief's Association
- Oregon State Fire Marshal's Office
- Sacred Heart Medical Center
- IAFF Local 851 & 1395 – Firefighter's Union Eugene
- Looking Glass – Project Safe Place
- American Red Cross
- Oregon Department of Human Services
- Automatic Aid Agencies
- Mutual Aid Agencies
- Lane County Fair
- University of Oregon
- Lane Community College
- Life Flight Network
- Rural/Metro Ambulance



Sacred Heart Medical Center  
PeaceHealth

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