

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

**RESOLUTION NO. 06-173**

Accepting the River Public Safety Services Report and Creating a River Public Safety Coordination Task Force

**The Multnomah County Board of Commissioners Finds:**

- a. On September 22, 2005, the Board approved Resolution 05-163 authorizing participation in a joint City of Portland and Multnomah County public safety system planning and budget process.
- b. In December 2005, the City and County appointed a Project Sponsor Committee consisting of Mayor Tom Potter, Chair Diane Linn, City Commissioner Sam Adams, County Commissioner Serena Cruz Walsh and Citizen Crime Commission members Jim Jeddeloh and Greg Goodman
- c. The Project Sponsor Committee agreed to undertake the following activities: survey the community's public safety priorities; research best practices in public safety service delivery; identify gaps, duplications, and immediate opportunities for collaboration across the public safety system; and develop a strategy map for achieving priority public safety outcomes.
- d. As a result of the collaborative effort, a report titled *Portland – Multnomah County Public Safety Collaborative*; was completed which identified four immediate areas of potential collaboration: 1) a coordinated Homeland Security Grant proposal; 2) merger of the City and County emergency management functions; 3) service strategies for improving Westside Patrol activities; and 4) service strategies for improving river public safety services.
- e. The River Public Safety Services Team (River Safety Team) was lead by City Commissioner Adams and County Sheriff Giusto and included citizens Brad Howton, Jim Butler and Marilyn Roach; representatives from public agencies involved with river safety including: Mark Herron and Monte Reiser from the County Sheriff's Office, Mike Leloff from the Portland Police Bureau, Mike Uskoski from the Portland Fire Bureau and Mitch Cline from the US Coast Guard.
- f. The River Safety Team conducted a thorough investigation of river public safety services in the County and elsewhere on the west coast including discussions with recreational and commercial users of the Columbia and Willamette rivers.

g. The River Safety Team has prepared and published the *River Public Safety Services Report* which includes the following findings:

- Public jurisdictions providing safety services on the river are generally cooperative with each other;
- Some level of unnecessary service overlap and duplication exists, principally caused by a commitment to delivering an adequate response to all calls in an environment providing insufficient triage/dispatch;
- Improved information relating specifically to the marine environment is necessary for the most effective dispatch and response;
- Distress and non-distress calls are not well differentiated;
- Performance and budget data are inconsistent, absent, and un-reliable as comparative or absolute measurement tools;
- Radio communications are complex and sometimes undependable due to the use of different radio channels and the lack of standard radio communication protocols by each agency;
- Command systems and operating protocols are not consistent between agencies;
- Education and community outreach programs are not well coordinated and do not share a common vision or goals;
- Potential opportunities for income enhancement have not been thoroughly investigated; and
- There is no common forum for discussion of river safety issues or coordinated planning.

**The Multnomah County Board of Commissioners Resolves:**

1. The Board accepts the River Public Safety Services Report attached as Exhibit A.
2. Acceptance of this report does not obligate funding of river safety services at any specific level.
3. That a River Public Safety Coordination Task Force be convened, as outlined in the report. The Board recommends and the Sheriff has agreed to participate on the Task Force, that is charged with the following duties, and specific milestones and timelines for completion:
  - a) The Task Force will be established no later than December 1, 2006 and will hold its first meeting by no later than December 12, 2006.

b) The Task Force should include:

- i. officials with decision-making authority from the Multnomah County Sheriff's Office, the Portland Bureau of Emergency Communications, the Portland Bureau of Fire and Rescue, the United States Coast Guard, the Marine Board of Oregon, Port of Portland, and officials from the City of Gresham, Clark County and other jurisdictions providing river public safety services on the waterways in Multnomah County; and
- ii. at least two interested citizens (not employed in river public safety services) with knowledge and experience of river public safety services in Multnomah County.

c) The Task Force will:

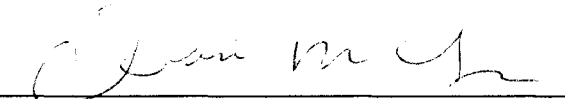
- i. define an effective and reliable reporting system that defines and collects data needed to effectively manage a coordinated river safety services system by May 1, 2007. The unified reporting system should be implemented by the river safety service providers on May 25, 2007;
- ii. develop improved radio communication and standardized emergency dispatch methods for all public agencies providing public safety on waterways in Multnomah County by May 1, 2007. The improved dispatch methods should be implemented by May 25 2007;
- iii. develop improved radio protocols for all agencies in the Multnomah County area providing river public safety services. The Task Force will consult legal counsel to determine the appropriate method for the protocols to be adopted by the various jurisdictions operating under the protocols. Development of the protocols should be initiated by April 1, 2007, completed no later than September 2007 and adopted by November 30, 2007;
- iv. develop a Request for Proposals to establish towing service from private tow assistance businesses for non-distress river calls. The Task Force will recommend the RFP to the appropriate governmental jurisdiction for implementation. The RFP should be completed no later than June, 2007; and
- v. sunset on November 30, 2007.

4. The Board extends its appreciation to the members of the River Public Safety Charter Team for its many hours of work and the development of findings and recommendations which will lead to improved river public safety services for citizens and river users in this community.

ADOPTED this 19th day of October 2006.

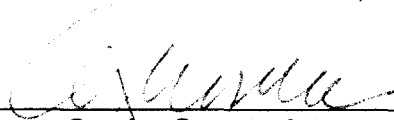


BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

  
\_\_\_\_\_  
Diane M. Linn, Chair

REVIEWED:

AGNES SOWLE, COUNTY ATTORNEY  
FOR MULTNOMAH COUNTY, OREGON

By   
\_\_\_\_\_  
Agnes Sowle, County Attorney

# **River Public Safety Services Report**

## **River Safety Services Charter Team**

Brad Howton, Citizen, Team Leader  
Jim Butler, Citizen  
Mitch Cline, United States Coast Guard, Civilian Employee  
Mark Herron, Detective, Multnomah County Sheriff's Office  
Mike Leloff, Lieutenant, Portland Police Bureau  
Monte Reiser, Lieutenant, Multnomah County Sheriff's Office  
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## **Project Support and Liaison**

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Jacquie Weber, Attorney, Multnomah County Attorney's Office

## **Charter Team Champions**

Sam Adams, City Commissioner of Public Utilities  
Bernie Giusto, Multnomah County Sheriff

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# **River Public Safety Services Report**

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## **Executive Summary**

Over the past year, the City of Portland and Multnomah County have been involved in a Public Safety Collaborative to improve the systems for planning and budgeting public safety services and to identify immediate and long term opportunities to improve service delivery. This report by the River Public Safety Service Team results from a charge to design improvements in the delivery of fire and law enforcement services on the Willamette, Columbia and other waterways within Multnomah County.

The intent of this new design is to eliminate duplication of service delivery and to better align public safety service delivery. For a complete explanation of the charge to the team and the goals of the effort see Appendix A of this report.

### **Major Findings**

Based on the Team's research efforts, we identified the following major findings:

- Public jurisdictions providing safety services on the river are generally cooperative with each other.
- Some level of unnecessary service overlap and duplication exists, principally caused by a commitment to delivering an adequate response to all calls in an environment providing inadequate triage/dispatch.
- Current dispatch services lack adequate knowledge of the marine environment, and do not have adequate tools to dispatch resources efficiently.
- Distress and non-distress calls are not well differentiated at dispatch.
- Performance and budget data are inconsistent, absent, and un-reliable as comparative or absolute measurement tools.
- Radio communications are complex and sometimes undependable due to the use of different radio channels and the lack of standard radio communication protocols.
- Command systems and operating protocols are not consistent between agencies.
- Education and community outreach programs are not well coordinated and do not share a common vision or goals.

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- Potential opportunities for income enhancement have not been thoroughly investigated.
- There is no common forum for discussion of river safety issues or coordinated planning.

### **Recommendations for Improved Design of River Public Safety**

In order to address the findings listed above, the River Public Safety Team Makes the following recommendations to improve the delivery of river public safety services in Multnomah County:

1. Develop and adopt comprehensive operating protocols for all agencies in the Multnomah County area that provide river public safety services.
2. Develop improved radio communication and standardized emergency dispatch methods for all public agencies providing public safety on waterways in Multnomah County.
3. Develop a unified reporting system that defines and collects data needed to effectively manage a coordinated river safety system and standardizes river safety workload, calls for service, and cost information.
4. Involve independent contractors in non-distress responses under a well-defined permitting agreement.
5. Periodically conduct a broad satisfaction survey of recreational and commercial users of waterways in Multnomah County.
6. Establish a River Safety Policy Coordination Committee to jointly solve coordination problems as they occur and to address other river safety issues including but not limited to:
  - a. Provide joint, interagency river-related training for all agencies.
  - b. Provide a common public relations and information voice for all agencies.
  - c. Develop improved and coordinated water safety public education programs.
  - d. Explore opportunities to initiate new fees to support river safety activities.

In addition to these recommendations, the Team proposes five Scenarios for improved organizational delivery of these services. The Scenarios are described beginning on page 14 (check page) of the report. The Team strongly endorses the implementation of Scenarios One and Two.



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### **Indicators of Success**

The Team has developed a set of performance indicators to track the progress of improvement in River Public Safety. These measures are listed on page 23 of this report. In brief, the Team believes that implementing the recommendations will result in the following improvements:

- Increased feelings of safety when using the river for commercial and recreational purposes
- Fewer emergency incidents
- More knowledgeable boaters and waterway users
- Fewer unnecessary public safety agency dispatches

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### **I. Inventory and Description of River Public Safety Services**

Waterways within Multnomah County include the Columbia, Willamette, and Sandy Rivers and several smaller lakes and streams. With a population of over 677,850 and 100 miles of shoreline, rivers within Multnomah County continually rank as the most used bodies of water in the state and make Portland the number one overall destination for boating in Oregon. There are over 1000 houseboats and over 80,000 registered boats in the county. The Ports of Portland and Vancouver handle over 14,457,979 metric tons of commerce annually, primarily grains, and mineral bulk cargo. Several governmental jurisdictions border waterways within Multnomah County including the cities of Portland, Gresham, and Vancouver, WA and the counties of Multnomah and Clark, WA.

This report focuses on those public jurisdictions providing public safety services along both the Columbia and Willamette Rivers within or adjacent to Multnomah County. For the purposes of this report, "river" is defined as both water and land between "the top of the banks" on both sides of the river. While this is not a legal definition, it will give the reader the perspective used by the River Safety Services Committee in conducting this review. River public safety services include law enforcement, emergency medical and boater assistance, boating/water safety and education, boat safety inspections/boardings and fire fighting. The full charge to the River Safety Services Committee is shown in Appendix A.

#### ***A. Public Agencies Providing River Safety Services***

Several agencies provide public safety services on the rivers in Multnomah County, all in partnership with each other.

The Multnomah County Sheriff's Office (MCSO) River Patrol provides public safety services to all waterways within Multnomah County including the Columbia, Willamette and Sandy rivers, Blue Lake, and other smaller bodies of water. MCSO has three public safety facilities and 14 waterway response vehicles. These vehicles include eight river patrol boats, four smaller response craft, and a barge and dive van. The MCSO River Patrol is staffed with 12.75 full-time equivalent employees year round and six to eight seasonal employees during the busy summer months.

The City of Portland Bureau of Fire and Rescue (Fire Bureau) responds to marine emergencies and, as a member of the Marine Fire Safety Association, can be called to incidents on the Columbia from the Sandy River to Astoria and on the Willamette River south to Oregon City. Portland Fire and Rescue has two primary and two ancillary river public safety facilities, three fireboats, and four other waterway response vehicles. All 24 full-time employees assigned to the two stations provide response to incidents on Multnomah County waterways.

The Clark County Sheriff's Office River Patrol Unit provides service on the Columbia River with six waterway response vehicles. The Clark County Sheriff's Office has a

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memorandum of understanding (MOU) with the City of Vancouver, WA to handle their water incidents. Clark County River Patrol is staffed with two full-time equivalent employees and five seasonal staff.

The Port of Portland has a primary mission to provide search and rescue response in the event of an aircraft crash in the Columbia River. Also, they respond to river emergencies when requested by partner agencies and when self dispatched. They have one boathouse and one boat that can be manned with three staff on an ongoing basis.

The United States Coast Guard (USCG), one of the nation's Armed Services, has a mission to protect the public, the environment, and US economic interests. The USCG Portland Base is responsible for portions of the Columbia and Willamette Rivers and has five response boats. The Portland Base operates 24 hours per day / seven days a week with 18 Operation Center personnel and 25 Station Portland personnel. The Base has a 25 vessel volunteer USCG Auxiliary Unit that assists with recreational boating safety patrols and other services as needed.

### ***B. Comparison of Primary Service Providers and Services in Multnomah County***

The following table is an inventory of services provided by the primary river service agencies in Multnomah County. Although available services are indicated on the table, the full scope of these services is not presented except as shown in the footnotes.

The River Public Safety Team interviewed other public agencies but did not include them in this table because of the relatively minor role they play on the river. For example, the Portland Police Bureau and Vancouver Police Department respond to service requests on bridges and on the banks of rivers but do not respond to incidents on the waterways. The Oregon State Police efforts focus primarily on fish and game law enforcement and the State DEQ utilize state watercraft when needed for environmental quality activities.

During the inventory phase of this project, other agencies in the County were discovered as providing river safety services. These include the City of Gresham and Rural Fire Protection District 14 (Corbett-Springdale-Columbia River area).

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Inventory of Services					
Services Provided	MCSO River Patrol	Portland Fire Bureau	Clark County Sheriff's Office	Port of Portland	US Coast Guard
Search and Rescue	X	X	X	X	X
Law Enforcement (a)	X	-	X	-	X
Fire Service (b)	X	X	X	X	X
Hazardous Materials Response (c)	X	X	X	-	X
Code Enforcement (d)	X	X	X	-	X
Medical Service (e)	X	X	X	X	X
Water Safety Education (f)	X	X	X	-	X
Dive Team (g)	X	X	-	-	-
24 hour / 7 day on duty (h)	-	X	-	-	X

- a. The MCSO River Patrol and Clark County Sheriff's Office are responsible for enforcing local and state laws. The US Coast Guard enforces federal laws.
- b. The Portland Fire Bureau is the primary fire service provider on the rivers. MCSO has water pump and dewatering capabilities on each of their patrol vessels. The US Coast Guard provides command/coordination on major fire incidents.
- c. Portland Fire Bureau fireboats carry hazardous materials mitigation equipment. All members are trained in oil spill booming techniques. All members are certified Haz-Mat first responders.
- d. The local agencies enforce local and state codes and the US Coast Guard is responsible for enforcing federal maritime codes.
- e. The Portland Fire Bureau provides personnel with EMT-Basic and EMT-P advanced medical service (trained paramedics).
- f. The US Coast Guard provides water safety education through the volunteer citizen Coast Guard Auxiliary.
- g. Both Dive Teams are trained on-call units that are assigned full-time to other duties.
- h. Currently, only the Fire Bureau and Coast Guard provided 24/7 service coverage. Other agencies are available on-call to provide 24/7 services.

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### II. River Safety Workload and Calls for Service

There is not a common methodology used by all service providers to record and track river safety incidents and calls for service. Consequently, it is difficult to obtain complete and reliable information on river safety workload and calls for service. While workload and call data for City and County agencies is provided primarily by the Bureau of Emergency Communications (BOEC) 911 system, there is no tracking within a defined geographic "river district". Information from this system must be culled from combined river and land incidents, which is labor intensive and must rely on location estimates. The Portland Bureau of Fire and Rescue uses BOEC data and internal reporting to develop more specific information on river calls and response times. Overall, response times for river incidents range from 13 minutes to 15 minutes but these estimates may not include all calls responded to by river public safety agencies that may increase or decrease response times.

Workload and calls for service also vary by season of year, day of week, and time of day. Workload is highest in the summer months during daylight hours and on the weekends. Although some serious emergency incidents can occur during bad winter weather and during the night, calls decline significantly during the winter months and at night.

Given these caveats, below is a listing of workload estimates for several of the river public safety service providers for fiscal year 2005. Because multiple service providers typically respond to an incident, the following workload estimates include an undetermined number of incidents that are counted by more than one agency.

#### *a. Fire*

In 2005, Portland Bureau of Fire and Rescue responded to 294 river incidents on waterways or on or near the bank. Of these, 11% were for fires (Boat, Brush, Commercial, Grass/Bark dust/Tree, Illegal Burn, Miscellaneous, Residential, Ship, Smoke in Area), 41% were described as "Marine Incident", 24% "Drowning/Any River Incident", and 17% were "River Dive Response." Other types of incidents amounted to 7%.

Of the incidents where a response time was indicated, the average response time from dispatch to on-scene was 13.5 minutes. While there is no standard for response to river safety incidents, land-based fire and medical incidents are responded to less than six minutes at least 70% of the time.

#### *b. MCSO*

Bureau of Emergency Communication (BOEC) recorded 505 incidents by an MCSO River Patrol Unit in 2005. Of these, 58% were described as "Marine." The average response time for these "Marine" incidents was 14.6 minutes. The average response time for all Sheriff Office calls was under 15 minutes.

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As part of a law enforcement agency, MCSO River Patrol performs services on land as well as waterways. It is difficult to distinguish whether incidents occurred on land or waterways with BOEC data. Of River Patrol Unit incidents that were mappable (73%), 75% occurred on waterways or within 1000 feet of the water. The MCSO staff indicated that incident data may be understated because deputies do not consistently report and record all the calls and incidents to which they respond.

### *c. Others*

The USCG responded to 170 emergency calls and nine non-emergency calls during FY 2004-05 within its local service area (Bonneville Dam to Puget Island on the Columbia and Willamette Falls to Kelly Point Park on the Willamette). The 170 emergency incidents were completed in 138 mission hours. In addition, the Base conducted 638 water boardings and issued 153 boating citations.

The Portland Police Bureau reported responding to 1472 calls for service within a 100 foot distance from the river in FY 2004-05. Of these calls, approximately 70 were determined to be "marine" related. Most of these latter calls were determined to be "bridge related".

Although not part of the 911 dispatch protocols, the Port of Portland reported that they provided assistance on over 300 emergency incidents the past five years.

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### **III. Areas of Duplication and Overlap of River Public Safety Services**

#### **A. *Some Level of Service Overlap and Assistance is Desirable***

As noted earlier, core river public safety services include law enforcement, emergency medical and boater assistance, fire fighting, water safety education, and inspections of various kinds. Consequently, it may appear from the matrix above that there are significant areas of duplication and overlap of river public safety services by several agencies. However, the team learned that some overlap in service capability is a desired and necessary element to ensure river public safety and to provide "back-up" to other service providers. Each of the agencies we talked to felt it was desirable to have some level of service overlap in order to provide assistance to other agencies on some incidents. It is believed that no one agency has the capability to provide full public safety services on the river. In addition, although MCSO River Patrol and Clark County Sheriff's Office indicate that they can provide all types of emergency services, their ability to respond to fires and to provide higher level medical assistance is very limited.

#### **B. *Unnecessary Service Overlap and Duplication***

It is difficult to specifically identify the amount of duplication of public safety services that exists on the river due to the lack of detailed and comparable data on incident responses from BOEC and the agencies. However, testimony from all the agencies we interviewed indicates that some level of unnecessary and duplicative response occurs frequently. For example, a preliminary analysis of data from January to June 2005 of MCSO River Patrol and Portland Fire data indicate that both agencies responded to approximately one quarter of their total incidents. Most of these incidents are categorized simply as "Marine" or "Drowning/Any River Incident"; therefore, it is difficult to understand the role each agency had in the response. In addition, officials have described situations when they arrive at incidents and find that their help is not needed because two or three other responders have also arrived at the incident. At other times, agencies describe seeing emergency agencies responding to calls that they lacked any knowledge or notification about.

#### **C. *Cost of Services***

It is difficult to identify a precise cost of service for river public safety in Multnomah County due to the number of agencies with partial responsibilities, differences in budgeting approaches, and the mix of federal, state, and local agencies. The following are estimates for each agency with a major role in river public safety:

- The MCSO River Patrol unit operates with a FY04-05 budget of \$1,551,862 with approximately 30% of this revenue coming from the Oregon State Marine Board for various contracted services.
- The Portland Fire Bureau does not budget specifically for river safety duties. Marine costs are part of the larger budget for land and river activities provided by

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Stations 6 and Station 17. The Team developed two cost estimates for marine services provided by Stations 6 and 17 during FY 04-05. The first estimate of \$220,000 is based on the incremental additional costs of personnel and materials and services to support river safety activities. The second estimate of \$645,455 is based on allocating a share of the total station budgets based on the percentage of their annual workload that is comprised of marine call responses.

- The USCG provides a number of services to a geographic area that stretches from Astoria to Lewiston Island and cannot provide an accurate, marine-specific breakout for the Portland area without extensive analysis. The estimated cost of operating cost for its Portland Station vessels in FY 2004-05 is \$473,856.
- Clark County operates with an approximate \$186,000 annual marine budget.
- Gresham Fire Department does not have a marine-specific budget.
- The Port of Portland has an annual marine-specific budget of approximately \$40,000,

### ***D. Savings Opportunities***

Savings from implementing operational changes recommended in this report will come from various areas. By reducing the "overlapping" response to many calls, service providers will save an undeterminable amount of overtime, fuel, equipment, and capital replacement costs. A more cohesive approach to training, scheduling, and dispatching of calls should also reduce duplicative use of resources.

There is also potential to generate additional revenues from a variety of different local, state, and federal sources. For example, the team discussed approaching the Marine Board to request that a greater share of boat registration revenues flow to the Multnomah County waterways in light of the high use of waterways in this area. During the course of this review, the Marine Board provided an additional \$118,000 to the County to support the MCSO river patrol operations. However, the MSCO budget was reduced by \$180,000 during the same budget process.

In addition, the team also discussed pursuing new revenues from boat launching and parking fees, cost recovery from large private events that significantly impact resource use such as the Rose Festival, and additional reimbursements or in-kind resources from public safety partners in Clark County and the City of Vancouver. Finally, there may also be a possibility to generate additional revenue from federal homeland security and other grants through a better organized, more efficient, multi-agency river response team.



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### **IV. Input from Stakeholders and River Users**

In response to the River Public Safety Team Charter requirements to obtain input from river customers-citizens and stakeholders, the team members held focus groups with six different user and interest groups involving about 30 individuals in total. These groups included:

- Vessel Assist and Sea Tow – commercial towing and rescue companies
- USCG Auxiliary – volunteer association that provides assistance to boaters
- Waterfront Owners and Operators of Oregon (WOO) – private citizens and businesses that live and operate businesses on the waterways
- Kayakers – recreational users of the rivers and waterways
- Columbia River Yachting Association – private recreational boat owners.

The focus groups ranged in size from three to eight and covered a number of topics including perceptions of safety, satisfaction with the current system, biggest public safety problems, and ideas for improvements. The results of the focus groups should not be considered representative of all the recreational and commercial users of the river. However, they do provide some valuable insights from knowledgeable groups that use waterways in Multnomah County and their satisfaction with public river public safety.

#### **A. Areas of Satisfaction**

- Most users feel relatively safe on the rivers, confident of their own skills, but skeptical about others' skills
- Calling for help is not a problem with cell phones and 911 and/or VHF radio.
- Most believe that if there is an emergency distress call, there will be a competent response.

#### **B. Major Concerns about River Public Safety**

- From these river users' perspective, communication, coordination, and public education are the biggest concerns. Some perceived inadequate law enforcement with regard to alcohol and boating traffic rules.
- Response to and resolution of non-distress calls can be disorganized, excessive, inconsistent or unreasonably expensive.
- A consistent complaint was an uneducated public, for example: poor knowledge of the "right-of-way" rules and the location of the shipping channel.

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- No one seems to be clearing hazardous debris such as logs floating down the river.

### **C. *Ideas and Suggestions for Improvement***

- Coordinate responses better with improved dispatch and communication. Define agency roles more clearly. Develop common standards and guidelines, especially standards for differentiating distress versus non-distress calls and medical emergencies versus others, such as those the Coast Guard uses. Use clearer incident command protocols.
- Conduct joint training exercises and operations.
- Establish common geographic locations for emergency access and triage.
- Train 911 or another dispatch on river geography and improved triage.
- Communicate on a separate channel during an incident.
- Coordinate messages to educate the public about common problems such as right-of-way. Require more boating safety education, including use of jet skis and water toys. Use law enforcement as an education tool.
- Establish a River Safety Committee with review power and a process for complaints and suggestions.
- Secure more funding and staff.
- Partner with all service providers on the water.

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The table below shows responses from the focus groups. On both scales, 1 was Poor.

Responses from Focus Groups						
	USCG Auxiliary	WOO	Sea Tow	Vessel Assist	Kayakers	Yachters
<b>Satisfaction</b>	(1-5 scale) 3	(1-7 scale) 6			(1-7 scale) 7	(1-5 scale) 4
<b>Feel safe</b>	(1-5 scale) 4	(1-7 scale) 6	Good	Good	(1-7 scale) 7	(1-5 scale) 4
<b>Call for help</b>	VHF 16 or USCG by cell phone	VHF 16, 911, River Patrol	VHF 16 or USCG	VHF 16	911	VHF 16, 911, family, or friends
<b>Perceived Problems</b>	Alcohol Recklessness Make-way PFDs Debris More law enforcement	River rage Alcohol Reckless kids Excess wake More law enforcement	Uneducated public Coordination Excess wake More law enforcement	Uneducated public Inconsistent MCSO response	Jet skis Fast big boats Fishermen block channel	BUII Excess wake
<b>Ideas for Improvement</b>	Emergency access Better incident command Train 911 dispatch for triage & river geography	Coordinate Respond Better 911 Know river More funding Joint protocol Distinguish medical vs. other	USCG for SAR Define roles River Committee Review process Use USCG non-distress rules	All calls to 16 Require class Communicate Coordinate Better non- distress	More staff Non-911 number	More patrol Coordinate Communicate Educate boaters
<b>Can help</b>	Use us		Have role	As partner	Call us	

### Internal and External Interviews and User Satisfaction Survey

The River Safety Services Team also interviewed stakeholders in the area and marine safety organizations on the West Coast. The full list of interviewees is shown in Appendix B. The Team's findings on marine safety operations in other major West Coast ports are found in Appendix C.

The team also explored the possibility of administering a broader, more representational survey of recreational and commercial users of waterways in Multnomah County. However, limited time and funding for the survey precluded conducting it during this review. The team prepared a model River Safety User Survey for administration in the future that is attached as Appendix E.

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### **V. Statements of Major Findings**

Based on the team's review and analysis of river public safety services on Multnomah County waterways, the River Public Safety Team identified the following major findings:

1. Public jurisdictions providing safety services on the river are generally cooperative with each other.
2. Some level of unnecessary service overlap and duplication exists, principally caused by a commitment to delivering an adequate response to all calls in an environment providing inadequate triage/dispatch.
3. Current dispatch services lack adequate knowledge of the marine environment, and do not have adequate tools to dispatch resources efficiently.
4. Distress and non-distress calls are not well differentiated at dispatch.
5. Performance and budget data is inconsistent, absent, and un-reliable as comparative or absolute measurement tools.
6. Radio communications are complex and sometimes undependable due to the use of different radio channels and the lack of standard radio communication protocols.
7. Command systems and operating protocols are not consistent between agencies.
8. Education and community outreach programs are not well coordinated and do not share common vision or goals.
9. Potential opportunities for income enhancement have not been thoroughly investigated.
10. There is no common forum for discussion of river safety issues or coordinated planning.

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### VI. Recommendations

In order to address the Major Findings, the River Public Safety Team has developed a number of recommendations. We have developed a set of Universal Recommendations that are the essential set of actions needed to address problems we found in the delivery of river public safety services.

In addition, the team developed five different scenarios that implement the Universal Recommendations in different operational and organizational approaches. Scenario #1 requires the least change in current organizational structure and responsibilities, while Scenario #5 creates a new legal entity with full responsibility for river safety responsibilities. The team recommends immediate implementation of Scenario #1 and a long-term phasing to Scenario #2 based on experiences learned.

#### Universal Recommendations for Change

1. **Develop and adopt comprehensive operating protocols for all agencies in the Multnomah County area that provide river public safety services.** To ensure that public safety agencies coordinate their efforts a Memorandum of Understanding needs to be developed that clearly defines each agency's role and responsibility. Each agency should also agree to operate using the National Incident Management System (NIMS) requirements. We have developed a generic Memorandum of Understanding to guide the development of these new protocols that is contained in Appendix D.
2. **Develop improved radio communication and standardized emergency dispatch methods for all public agencies providing public safety on waterways in Multnomah County** – To reduce duplicative dispatch and response and to improve agency communication, agencies in cooperation with BOEC should a.) identify and use a common 800MH radio channel for all water safety responses, b.) define a river service area and one or more defined river districts with specific geographic service boundaries, and c.) develop agreed-upon BOEC protocols to dispatch the most appropriate units to river incidents consistent with the Memorandum of Understanding. Improvements to the marine radio and dispatch system need to be coordinated with the current five-county and City of Portland effort to develop an interoperable communication and record keeping system.
3. **Develop a unified reporting system that defines and collects data needed to effectively manage a coordinated river safety system. Define and standardize river safety workload, calls for service, and cost information.** – In order to ensure that public agencies produce useful, comparable, and complete data on the amount and cost of river public safety services, a needs analysis should be performed which identifies data needs and methods for capturing data. Each agency should cooperate with BOEC and Clark County emergency communication

## River Public Safety Services Report

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agencies to develop standard definitions for types and categories of service calls, response times, and geographic locations. Each agency should also specifically identify and track costs for providing river safety services. The unified reporting system should be coordinated with the City of Portland efforts to replace the current communication system utilized by local agencies in the County.

4. **Involve independent contractors in non-distress responses under a well-defined permitting agreement.** In order to reduce public agency costs and involve the private sector in non-distress river calls, the MCSO in cooperation with other agencies should develop agreements with private tow and assistance businesses that provide for defined services at a set fee.
5. **Periodically conduct a broad satisfaction survey of recreational and commercial users of waterways in Multnomah County** – In order to systematically monitor public satisfaction with river safety services, public agencies in cooperation with the Oregon Marine Board should periodically survey users of the waterways to determine perceptions of safety, knowledge of safety requirements, and satisfaction with services received. We have developed a model survey form to serve as the basis for this survey. See Appendix E.
6. **Establish a River Safety Policy Coordination Committee to provide an ongoing forum to solve coordination problems and to jointly address river safety issues.** In order to help improve public safety agency coordination on an ongoing basis, each agency should appoint a responsible official authorized to act on behalf of their agency to develop a Policy Coordination Committee that would address river issues from a multi-agency and multi-jurisdictional standpoint. This committee should meet periodically throughout the year to monitor progress in implementing the Memorandum of Understanding, to address new challenges in agency coordination, and to solve problems. The Committee should also develop and recommend approaches to:
  - a. Providing joint, interagency river-related training for all agencies.
  - b. Providing a common public relations and information voice for all agencies.
  - c. Developing improved and coordinated water safety public education programs.
  - d. Exploring opportunities to initiate new fees to support river safety activities.

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### **Scenario #1 – Bureau of Emergency Communications (BOEC) Dispatch**

#### **Description:**

- BOEC receives all calls for service on the river and riverbanks.
- Provides dispatch services to all water safety agencies.
- Uses new protocols and dispatch matrix to send appropriate and closest unit.
- Informs USCG on all incidents and coordinates response.
- USCG manages non-distress calls for service.
- BOEC maintains real-time public safety unit status.
- Records and reports calls for service data with the computer aided dispatch system (CAD).

#### **Strengths:**

- More fully utilizes capabilities of existing 911 emergency dispatch and communications system.
- Able to capture, record, and report complete local government call data on fire, medical, and police incidents.
- Utilizes 800 MHz radio communication system capabilities.
- Existing BOEC dispatchers trained in fire, medical, and law enforcement dispatch.

#### **Weaknesses:**

- Does not include USCG assets in the dispatch protocols – USCG dispatches own units.
- May not fully eliminate duplicate federal and local response.
- Does not take full advantage of federal assets, capital resources, and search/rescue expertise.
- BOEC does not have marine emergency capabilities (VHF) and has limited marine knowledge.

#### **Opportunities for Cost Savings:**

- Reduces duplicative, unnecessary local government emergency and non-emergency (distress and non-distress) responses.

#### **Apparent/Unresolved Issues and Questions**

- Coordination between local agencies and Coast Guard for receiving and dispatching calls.

## **River Public Safety Services Report**

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### **Scenario #2: United States Coast Guard (USCG) Dispatch**

#### **Description:**

- USCG maintains track of status and location of all local agency, contractor, and USCG auxiliary units.
- BOEC identifies call as from a river district & transfers to CG.
- USCG triages call & records initial incident data.
- USCG Dispatch sends most appropriate unit - CG unit is dispatched in all distress cases.
- USCG Dispatch provides coordination of mission and commits additional assets as needed.
- USCG Dispatch captures data and provides incident record and performance information to BOEC and other interested parties.

#### **Strengths:**

- Specifically trained and river-knowledgeable dispatch personnel on duty 24/7
- Advanced computer-aided mission management.
- Effective use of a landmark aided recognition system (LARS).
- Able to use VHF "Notice to Mariners" process to alert Good Samaritan response to calls.

#### **Weaknesses:**

- Current USCG data management system currently unable to speak directly with the 911 CAD system.
- Current data system cannot give real-time information to responders through CAD system.
- USCG dispatchers not currently trained in CAD operations or medical or fire triage
- May provide weaker documentation for litigation.
- USCG lacks full access to Law Enforcement Data System (LEDS).

#### **Opportunities for Cost Savings:**

- More consistently accurate triage and reduced need for duplicative dispatch.
- Training cost savings – fixed expense for USCG.
- Take advantage of Federal Operating and Capital Budgets
- May provide access to Federal \$\$ for development of the program
- Opportunity for joint responder training under the federal umbrella

#### **Apparent/Unresolved Issues/Questions**

- Protocols must be aligned with local agencies.
- No real understanding of how USCG and CAD systems might communicate.
- Need to get USCG access to LEDS.



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### **Scenario #3: United States Coast Guard (USCG) is Responsible for Managing River Emergency Response**

#### **Description:**

- USCG would manage (do incident command) all responses utilizing NIMS protocols to distress and non-distress incidents on rivers.

#### **Strengths:**

- Current 24/7 response capabilities.
- Assets and staff are dedicated to this role.
- Have access to Helicopter resource
- USCG applies higher level search planning and rescue protocols.

#### **Weaknesses:**

- Would require resolution of issues raised by current state and local responsibilities and public safety statutes.
- May require notice to and negotiation with public safety unions.
- Need to address coordination with land based emergency response.

#### **Opportunities for Cost Savings:**

- No variable or overtime expense to community.
- Could be significantly fewer community agency dispatches.

#### **Apparent/Unresolved Issues/Questions**

- Feasibility of formal USCG and local government agreement.
- USCG may need additional financial resources.

## **River Public Safety Services Report**

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### **Scenario #4: A Cooperative Partnership with Common Facilities**

#### **Description:**

- Principal agencies currently providing River Safety Services would enter into a cooperative agreement to share facilities and assets under a new, independent organizational structure.
- Operations will be managed and dispatched from a single location.
- Staffing requirements and budgets would be allocated to existing agencies based on demand.
- Units stationed and dispatched from existing locations.

#### **Strengths:**

- 24/7 response capabilities
- Single budget and management control
- Potential reduction in facilities and assets
- Coordinated multi-agency teams
- BOEC could be on-site participant

#### **Weaknesses:**

- Likely require the development of a new facility
- Would require resolution of issues raised by current state and local responsibilities and public safety statutes.
- May require notice to and negotiation with public safety unions.

#### **Opportunities for Cost Savings:**

- Reduction in total staffing
- Reduction in total operating expense
- Potential reduction in facilities and assets

## **River Public Safety Services Report**

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### **Scenario #5: Metropolitan River Safety Agency**

#### **Description:**

- Develop a new, independent Public Water Safety Agency providing all current river safety services.
- Agency to be directed by a community board.
- Independently developed budget allocated between participating municipalities.
- All staff would be directly employed by this agency, and identified as such.
- Central facility with administrative, training and maintenance resources.
- New stations at strategic points on the waterways.

#### **Strengths:**

- 24/7 response capabilities
- Single budget and management control
- Reduction in facilities and assets
- Broadly skilled and cross-trained officers

#### **Weaknesses:**

- Would require the development of a new facility
- Would require resolution of issues raised by current state and local responsibilities and public safety statutes.
- Would require notice to and negotiation with public safety unions.

#### **Opportunities for Cost Savings:**

- Reduction in total staffing
- Reduction in total operating expense
- Potential reduction in facilities and assets

## **River Public Safety Services Report**

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### **Unexplored Issues and Opportunities**

In addition to the Universal Recommendations and the Scenarios presented on the previous pages, the team identified a number of other opportunities that may hold potential for improving the efficiency and effectiveness of river public safety services. These issues and opportunities were not reviewed in detail and may warrant additional effort to identify those that hold most promise for success.

- Develop GPS mapping and asset control.
- Review all agencies to see if there are surplus assets – boats, equipment, buildings.
- Review opportunities to generate operating funds from federal grants.
- Explore revenue opportunities by initiating additional parking and launch fees and public launching sites, and by exploring reimbursement for services provided to public and private events such as the Rose Festival.
- Explore additional grant opportunities from the State Marine Board.
- Explore possible Clark County participation in peak season patrols.
- Explore the possibility of private donations for operating funds.
- Explore the possibility of coordinating/sharing education programs between agencies and the State Marine Board.
- Provide a common public relations and information voice for all agencies.
- Look into coordination with Homeland Security efforts and funding sources.
- Determine whether or not the Fire Bureau has law enforcement responsibilities (City Code, Title 19 law enforcement issue).
- Share capital equipment and other physical assets.
- Create multi-agency units such as a dive team.

## River Public Safety Services Report

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### VII. Performance Measures for River Public Safety Services

In response to the charge in the team charter, the River Public Safety Team has developed a set of performance measures against which service quality will be judged. The measures listed below are intended to show progress in achieving the following River Public Safety goals:

#### Desired Goals

- Users of the rivers and waterways in Multnomah County are safe.
- The river community feels safe using Multnomah County waterways and banks.
- River public safety agencies ensure activities are well coordinated.
- Waterways and rivers are desirable places to live, play, and work.
- River users are knowledgeable and safe users of the waterways.

#### Performance Measures

1. Number of emergency incidents per capita on waterways in Multnomah County (e.g., accidents, crimes, fires).
2. Percent of river community who feel safe or very safe when using the river for work or play.
3. Average response time to river/marine emergency incidents.
4. Average number of public safety agency dispatch activations per emergency incident.
5. Percent of river and waterway users that feel knowledgeable about boating and river safety requirements.
6. Property loss and lives lost due to accidents and emergency incidents on waterways in Multnomah County.

#### Common data needed to monitor and track public agency workload and performance:

- Type and category of marine incident and service call
- Call volume
- Categorization by priority of call (distress vs. non-distress)
- Dispatched and self-initiated calls
- Response time to incidents
- Amount of time spent on each call
- Location of marine incident
- Property loss and lives loss information

## River Public Safety Services Report

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### VIII. Implementation Actions

In order to implement the Universal Recommendations and Scenarios contained in this report, the River Public Safety Team believes the Charter sponsors should take the following implementation steps:

- A. Develop a joint resolution for adoption by City Council and the County Commission. The resolution would formally accept the Report of the River Public Safety Team and direct that the Universal Recommendations and Scenarios 1 and 2 be implemented.
- B. The resolution would also stipulate that an interagency and intergovernmental Implementation Team be formed to address the report recommendations. The Implementation Team would include officials with decision-making authority from the MCSO, Portland Fire and Rescue, USCG, and the BOEC. In addition, the Implementation Team should work in cooperation with officials from Gresham Fire and Rescue, and Clark County, WA to implement the report recommendations.
- C. The resolution would contain a Charter that outlines the duties, roles and responsibilities of the Implementation Team and would require specific milestones and timelines for completion of priority actions such as the adoption of the MOU or other necessary and appropriate agreements defining service responsibilities, standardization of radio and communications protocols, and development of BOEC river and marine dispatch protocols. A Draft Implementation Team Charter is shown in Appendix F.

## APPENDIX A

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These documents are directly related to the work of the River Public Safety Services Team. They have been used by the Team to develop the findings and recommendations included in the report.

### Appendix A – River Safety Services Team Charter

**Authorizer:**        **Mayor Tom Potter and Commissioner Sam Adams**  
                             **Chair Diane Linn and Commissioner Serena Cruz**  
                             **Sheriff Bernie Giusto**

The Citizens Crime Commission endorses this work. **Commissioner Adams and Sheriff Giusto** will serve as champions for this effort on behalf of the sponsor group and provide authority, oversight, empowerment and encouragement.

#### **Purpose: Why does the team exist? What result is it to produce?**

The purpose of the River Public Safety Services Team is to design a service delivery strategy for ongoing fire and police safety protection services on the Willamette and Columbia rivers and other waterways in Multnomah County. The intent of this design is to eliminate duplication of services and align service delivery. This design is to assume the following:

1. Multnomah County Sheriff's Office is required to see that law enforcement services are provided in Multnomah County, including on the Columbia and Willamette Rivers.
2. Multnomah County may procure law enforcement services for areas of the County in need of service.
3. The County and/or the City have, or could develop, capacity for river public safety functions.
4. Personnel can be cross-trained for all functions.
5. Savings (e.g., at least 5% over adopted FY06 amounts) and/or service enhancement (e.g., addressing service gaps) must be achieved.

## APPENDIX A

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### **Goal: What will be produced? When?**

The team will produce specifications for police and fire protection and other services for the Willamette and Columbia Rivers and other waterways in Multnomah County. These specifications will:

1. Inventory the services provided by the City and Multnomah County and other jurisdictions on the Willamette and Columbia Rivers, and other waterways.
2. Offer service strategies that allow for alignment of service provision by one or multiple operators, public or private, while eliminating duplication of effort.
3. Calculate the price to be paid for services, including scaled options based on services provided.
4. Offer options that scale the level of service to be provided. Options must articulate assumptions for response time, level of coverage, seasonal variations, capacity, and other considerations important to citizens.
5. Provide authorizers with a reasonable mechanism for third party verification of the team's conclusions regarding the value of the services to be delivered at the established price.
6. Develop performance or outcome measures against which service quality will be judged.

In addition to the design specifications for river public safety services, the team will outline the issues that need to be resolved in order to implement its design including, but not limited to, statutory authority, charter authority, labor contracts (e.g., seniority, rank, post-employment retirement, certification, etc.), training needs, communication with river stakeholders (e.g., houseboat and yacht associations), involvement of other jurisdictions, and funding streams and limitations.

The team will develop its recommended design for river public safety services by May 12, 2006.

### **Boundaries: What is the team's authority?**

- Current public safety employees will be protected from layoff as a result of the proposed service strategy. Personnel issues will be managed through attrition or reassignment, in cooperation with appropriate unions.



## **APPENDIX A**

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### **Team Membership: Who are team members? Team lead?**

Champions will appoint team lead(s) from the community to provide objective leadership who will fully participate as a member of the team.

- Team lead will be supported by eight members, some of whom will provide operational experience and knowledge, someone with financial expertise, and at least two members unrelated to city/county river public safety delivery services who will bring additional creative thinking and experience outside the status quo.
- Team members are expected to commit 200-250 hours per person to this effort.

### **Approach: What are the process expectations of the team?**

- The team is to seek input from customer-citizens who receive river services (e.g., individual boaters, yacht clubs, houseboat associations, etc.).
- The team is expected to interview other key stakeholders to understand full range of services provided, including but not limited to, the Coast Guard, the Port of Portland, OR State Police, OR State Marine Board, Clark County (WA), Portland Bureau of Emergency Communication, Bonneville Power Administration, Waterfront Organization of Oregon, and SEATOW Portland.
- The team will meet with the full sponsor group at 2 to 3 junctures for "tollgate" sessions to review progress, receive direction and make decisions.

### **Support: How will this team be supported?**

- Staff support will be provided to the team, especially for team lead(s). Team may call on internal budget and legal staff to provide financial information and analytical support.

## APPENDIX B

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### Appendix B – List of People and Groups Interviewed

American Medical Response - Rocco Roncarati  
Bureau of Emergency Communications  
Clark County Sheriff's River Unit - Deputy Jim Drew  
Corbett  
Corp of Engineers/Bonneville Dam - Park Manager – Jim Runkles  
EPA  
Gresham Fire and Emergency Services - Battalion Chief Mark Maunder  
King County Sheriff Marine Patrol and Dive Unit - Keith Bennett  
Multnomah County Sheriff  
Oregon State Police, Portland Office - Sgt. Chris Allori  
Port of Portland Fire – Captain Chris Bryant  
Portland Fire Bureau  
Portland Police  
Sacramento County Sheriff - Charlie Slabaugh  
San Francisco Police Dept. - Danny Lopez  
San Joaquin Co. Sheriffs - Sgt. Sam Malcolm  
Seattle Fire Dept. - Assistant Chief of Operations Alan Vickery  
Seattle Mayor's Office - Jordan Royer  
Seattle Police Dept. Harbor Patrol Unit - Lt. Dave Emerick  
Tacoma Fire Dept. - Assistant Chief and Harbor Master Dale Vaughn  
Tacoma Police Dept. - Media Relations, Mark Fulghum  
Tacoma Police Marine Services Unit - Traffic Commander Lt. Robert Ruiz  
U.S. Coast Guard - Portland, Seattle, San Francisco  
Vancouver Fire Dept. - Captain Jeff Johnson  
Vancouver Police Dept. - Sgt. Rex Gunderson

Focus Groups -  
Alder Creek kayakers  
Columbia River Yachting Association  
Sea Tow - Deb Horan and Lyman Louis  
U.S. Coast Guard Auxiliary  
Vessel Assist - Ted Carr  
Waterfront Operators and Owners of Oregon

## APPENDIX C

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### Appendix C – Operations in Other Jurisdictions

The committee looked at operations in five other similar communities to see how they do things: Seattle/King County, Tacoma/Pierce County, Sacramento, Stockton/San Joaquin County, and San Francisco. Portland/Multnomah County could learn from each of them, but none is ideal. We have the opportunity to become the model in public safety services on the water.

#### *a. Tacoma/Pierce County*

Tacoma/Pierce County has Commencement Bay, South Puget Sound, numerous lakes and rivers. Tacoma has a population of 196,000, about 40 miles of shoreline, no houseboats but some people living on their boats at marinas, 60,000 boat registrations, the State's Vashon Ferry line, and an 11.5 million metric ton port commerce, primarily containers, grain, autos, and Weyerhaeuser. Many jurisdictions border, use and cooperate on the water, from Ft. Lewis to Gig Harbor. All service agencies respond to 911, cell phone, and dedicated marine band calls. Dispatch is coordinated through a contracted civilian agency. The Coast Guard is based in Seattle 30 miles away and sometimes calls upon Tacoma agencies.

The Tacoma Fire Department is the First Responder 24/7 on the water in Tacoma. They have one big fire boat that is used all over the South Sound when needed, and a smaller boat. All officers are EMTs, with in-house training provided, and they train other jurisdictions. A couple of private vessels have small pumps on board. Tacoma Fire has its own call center, in addition to responding to 911 dispatch.

In Tacoma, a new Police Marine Services Unit began operating with money from Homeland Security July 2005 and is still feeling its way. They have one boat and two donated jet skis. Six officers and one supervisor work the unit, with land patrol responsibilities as well. The boat is run only part-time, staffed as manpower is available, although they expect the water to take priority during the heavy summer months. The Police expect a new facility to open in December, when the Unit expects to offer public education classes in water safety.

The Pierce County Sheriff's Office Marine Services Unit has been operating for some 30 years. They do search and rescue on still and swift water, and body and vehicle recovery, with 26 trained officers including a dive team. They use a variety of boats for the variety of situations they find - a twin diesel engine, a rigid hull inflatable, an aluminum out drive, and donated jet skis. They assist others when called upon, cooperating with private boat operators and the fire department.

Information from Tacoma was obtained from official websites and telephone interviews with Tacoma Marine Services Unit Traffic Commander Lt. Robert Ruiz, Tacoma Fire Department Assistant Chief and Harbor Master Dale Vaughn, and Tacoma Police Department's Media Relations Officer Mark Fulghum.

## APPENDIX C

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### *b. Seattle/King County*

Seattle/King County has Puget Sound up to 600 ft. deep, Elliott Bay, Lake Union, 400 ft. deep Lake Washington, and other waterways. The City of Seattle proper has a population of 570,000; King County 1,780,000. They have 200 miles of shoreline, 147 of that freshwater. The largest houseboat association has 450 members and there are numerous yacht clubs. Petroleum storage facilities near saltwater have a capacity of 2,052,000 bbls; on freshwater 187,000 bbls. In 2005, the Port reports that 686,357 cruise passengers visited, 1345 vessels called (container, cruise, barge and bulk), with a value of \$29 billion worth of cargo coming and going to and from 165 countries. 800 commercial fishing vessels and plenty of recreational boaters fish in their waters. Seven jurisdictions communicate on VHF 16 and 800 MHz radios, all trained to NIMS, but with their own protocols. 911 has 120 dispatchers who send primarily to Police or secondarily to Fire. Police and Fire have their own dispatch as well. Whoever arrives on the scene first handles a situation until the primary agency responsible arrives. All fire and police officers have 1<sup>st</sup> Responder training.

In Seattle, the primary marine service agency is the Police Department's Harbor Patrol Unit, which has been operating since 1920. In service 24/7, they have a budget of \$3.4 million, 28 sworn officers, 26 divers (seven of whom have special training to detect underwater terror attachments to vessels), two civilians, one lieutenant, four sergeants, one administrator, and one mechanic. They have ten boats of various sizes, an SUV command vehicle and a dive van. They handle 3000-6000 calls per year plus 46 special events such as Seafair and visiting dignitaries, but do little public education.

King County Sheriff's Department has a small water service unit of seven full-time members, all master divers, who work 10:00 to 6:00, adding five or six members in the summer. They handle the swift water calls and recoveries, leaving Lake Union and the Sound to the Harbor Patrol unless they're requested.

The Seattle Fire Department's Marine Division has two land-based companies, one water-based one and a Battalion Chief, totaling 64 members. The fireboat company handles more than 200 calls per year for fire, rescue and EMS, with patrols and inspections exceeding 1500 hours per year. The budget is approximately \$12 million per year, one tenth of the entire department's.

For the area services to work together, communication at all levels is vital. For example, various mutual training exercises are held. Every week about 20 people from various agencies and jurisdictions meet for the Coast Guard's weekly security meeting. Some gear is standardized throughout the area for safety reasons, such as standard dive, communications, and decontamination equipment.

Information from Seattle was obtained from official websites and interviews with Seattle Fire Department's Diane Hansen and Assistant Chief of Operations Alan Vickery,

## APPENDIX C

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Jordan Royer in the Mayor's Office, King County Sheriff's Keith Bennett, and the Seattle Police Department Harbor Patrol Unit Lt. Dave Emerick.

### *c. San Francisco*

The City of San Francisco and the county share the same boundaries with the mayor and city council running everything. The Police Department Marine Enforcement Division patrols the area around the city. They help other areas and agencies when requested, working especially closely with the Coast Guard, which does some dispatch for other local agencies on a Computer Aided Dispatch (CAD) system. Communications and coordination are problems for the San Francisco area, as for everyone else. Danny Lopez was the contact.

The San Francisco Coast Guard station shares the same phone system as the local 911 centers and is tied into all local county lines. Calls can be passed along to the Coast Guard with the address, phone number, and a map showing up on the screen. Each of the three controllers (for operations, situation, and communications control) has a stand alone system. The station plans to install two more for the sector duty officer and a back-up. They cover communications of local marine units underway to know where they are at all times. The Coast Guard establishes an ICS command post when needed and is outfitting a command post trailer to be taken to the scene of a large incident to avoid overloading the central command center during the incident. The Coast Guard supplied this information.

### *d. Stockton/ San Joaquin County*

The County Sheriff's department does patrol and rescue for both the city and county. They have problems similar to Portland's with not enough deputies or funding and problems with communications. Information is from Sgt. Sam Malcolm.

### *e. Sacramento County*

City police and fire serve the city, not the county sheriff, although they assist each other when requested. They suffer from budget and communication problems like everyone else. Charlie Slabaugh, who is also a member of the California Boating Safety Officers Association Executive Board, provided the information.

## **APPENDIX D**

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### **Appendix D – Draft Model Memorandum of Understanding (MOU) Regarding River Public Safety Services in Multnomah County**

This Memorandum of Understanding (MOU) is made and entered into between the City of Portland Fire Bureau, City of Portland Police Bureau, City of Gresham Fire Department, City of Gresham Police Department, Port of Portland Fire Department and the United States Coast Guard and the Multnomah County Sheriff's Office and other potential partners (hereinafter "the parties").

#### **1. Purpose**

The purpose of this MOU is to establish unified protocols and procedures for responding to water-safety and other water-related incidents thereby reducing costs and increasing efficiencies by avoiding the dispatching of "overlapping" resources unless warranted.

#### **2. Background**

Emergency waterway incidents in Multnomah County are primarily serviced by the Multnomah County Sheriff's Office, Portland Fire Bureau, Gresham Fire Department, Port of Portland Fire Department, Clark County Sheriff's Office and the United States Coast Guard.

All Multnomah County waterway public service providers recognize the need for efficiencies in both the delivery of service and the reduction of costs associated with those services for the taxpayers of Multnomah County. In March 2006, Portland and Multnomah County initiated a River Public Safety Committee to review the process of responding to marine incidents and the general operating assumptions and jurisdictional issues of the various public service agencies. In reviewing the issues concerning waterway public service, the parties recognized and discussed the complexities and limitations in achieving costs savings such as: varying and changing environmental circumstances, the seasonality of river usage and causal factors such as weather, high fuel costs and water flows all of which reflect the intensity of river usage and an increase in incidents and their corresponding responses.

#### **3. Recitals**

Based upon the report of the River Public Safety Committee, the parties agree to the following principals:

- a.) There is a need to increase efficiencies and reduce costs by developing and adopting comprehensive operating protocols and procedures for all water safety agencies.

## APPENDIX D

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- b.) Cost savings may be attained by discovering the areas of inefficiencies between agencies and in reducing the "overlapping" response to certain categories of calls.
- c.) Current dispatch services are inadequate and lead to an inefficient allocation of response resources. Furthermore, dispatch currently does not have adequate tools to dispatch resources efficiently. It is agreed that dispatch needs additional Marine-specific training, clearer jurisdictional protocols and education in methods of triaging incidents to help differentiate the distress calls from the non-distress calls.
- d.) A more cohesive approach to the training of dispatchers and responders is critical, along with providing improved public education, and community outreach programs.

### 4. Project

A Project Team shall be formed by representatives from each public service agency and will meet (weekly/monthly) to formulate Operating Protocols and Procedures for responding to marine incidents and to propose areas of cost savings.

The parties hereby agree to the following members of the Project Team.

- **MCSO River Patrol representative:**
- **USCG representative:**
- **City of Portland representative (Fire and/or Police):**
- **Gresham representative (Fire and/or Police):**
- **Other?:**

The Project Team shall develop a plan which will outline the deliverables of the project and their corresponding schedule. Project deliverables will address each of the following aspects of River Public Safety services:

#### 4.1 Jurisdictional Assumptions (Insert assumptions here)

- 

#### 4.2 Current Response Obligations/Expectations of Parties. [insert responsibilities here]

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## **APPENDIX D**

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### **4.3 Definitions**

- a.) Waterways within Multnomah County
- b.) Search and Rescue
- c.) Death Investigation
- d.) Dive Operations
- e.) Evidence Recovery
- f.) Distress Calls
- g.) Non-Distress Calls

### **4.4 River Safety Functions**

The parties agree to the development of efficient and standardized operating protocols and procedures between agencies relating to the following River Safety functions:

#### **4.4.1 Dispatch**

- Reported Boating Accidents
- Search And Rescue
- Marine Law Enforcement Activities
- Agencies agree to utilize guidelines that govern Incident Command System (ICS) and National Incident Management System (NIMS) protocols to govern multi-agency response to waterway incidents.
- "After-Hour" response to marine events
- Agencies shall provide their staffing schedules to central dispatch.

#### **4.4.2 Search and Rescue**

#### **4.4.3 Death Investigations**

#### **4.4.4 Dive Operations**



## APPENDIX D

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### **4.5 Multnomah County River Safety Planning Committee**

A committee comprised of members of public river service providers, private service providers and citizens. The committee will meet monthly to discuss river service delivery strategies, analyze river response protocols/MOU, and share information to strengthen the quality of public service to the marine community.

### **5. General**

The understanding of the parties is as follows:

- 5.1 Term.** The term of this MOU shall be from [insert date] through [insert date].
- 5.2 Termination.** Any party may withdraw from this MOU for their convenience and without penalty by giving each other party thirty (30) days written notice of its intention to withdraw. In the event of termination, each party shall be solely responsible for their own expenses incurred during the term of the MOU.
- 5.3 Indemnification.**
- 5.4 Revenue/Cost Considerations.**

## APPENDIX E

### Appendix E – Proposed River Safety User Survey

1. Do you use the Willamette and Columbia Rivers, or other waterways within Multnomah County for recreational or commercial purposes?

Yes \_\_\_\_ (continue with survey)      Recreational? \_\_\_\_      Both? \_\_\_\_  
No \_\_\_\_ (end survey)      Commercial? \_\_\_\_

2. How frequently do use rivers within Multnomah County?

5	4	3	2	1	NA
Every day	once or more a week	once or more a month	more than 6 times yearly	less than 6 times a year	

3. How safe do you feel when using rivers and waterways in Multnomah County?

5	4	3	2	1	NA
Very safe	safe	neither safe nor unsafe	unsafe	very unsafe	

4. Have you ever received emergency assistance from a public safety agency (Sheriff patrol, Fire department, Police dept, other) while on the river?

Yes \_\_\_\_      No \_\_\_\_

5. If yes, for the most recent event, which public agency responded to your emergency?

(If more than one agency responded, check all that responded)

Sheriff River Patrol ____	Port of Portland ____
Fire Bureau River boat ____	
Coast Guard or CG auxiliary ____	
Private tow service ____	Other ____

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### 6. How would you rate the quality of assistance you received?

5	4	3	2	1	NA
Very good	Good	Neither good Nor bad	Bad	Very bad	

### 7. What number did you call to obtain assistance?

911 \_\_\_\_\_ Coast Guard # \_\_\_\_\_ Sheriff river patrol # \_\_\_\_\_

Marine radio channel \_\_\_\_\_ Another party initiated the call \_\_\_\_\_

### 8. Have you had any other non-emergency interactions with a public safety agency while using waterways in Multnomah County?

(Non-distress assistance, public education, inspection, citation)

No \_\_\_\_\_ (skip to question 9)      Yes \_\_\_\_\_

### 9. For the most recent event, how would you rate quality of the interaction with the public safety employee?

- Knowledgeable

5	4	3	2	1	NA
Very Knowledgeable	Knowledgeable	Neither knowledgeable Or unknowledgeable	Unknowledgeable	Very unknowledgeable	

- Helpful

5	4	3	2	1	NA
Very helpful	Helpful	Neither helpful Nor unhelpful	Unhelpful	Very unhelpful	

- Courteous

5	4	3	2	1	NA
Very courteous	Courteous	Neither courteous Nor uncourteous	Uncourteous	Very uncourteous	

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**10. How knowledgeable are you regarding boating safety and boating use rules?**

5	4	3	2	1	NA
Very Knowledgeable	Knowledgeable	Neither Knowledgeable nor unknowledgeable	Unknowledgeable	Very Knowledgeable	

**11. Would like to receive educational materials on boating use and safety?**

No \_\_\_\_\_

Yes \_\_\_\_\_

(Please provide name and address for mailing)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**12. How willing are you to help public safety agencies improve safety on the Willamette and Columbia rivers?**

5	4	3	2	1	NA
Very willing	Willing	Neither willing Or unwilling	Unwilling	Very unwilling	

**13. Overall, how would you rate the quality of river safety services provided by public agencies on waterways within Multnomah County?**

5	4	3	2	1	NA
Very good	Good	Neither good Nor bad	Bad	Very bad	

**14. In your opinion, what are the biggest public safety problems on the river? Limit of three comments.**

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

## **APPENDIX F**

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### **Appendix F – Draft River Safety Implementation Team Charter**

**Authorizer:** (To Be Determined)

The River Safety Policy Coordinating Committee is responsible for the work of the Implementation Team. The Chair of the Implementation Team will be the primary liaison to the Policy Coordinating Committee.

**Purpose: Why does the team exist? What result is it to produce?**

The purpose of the Implementation Team is to develop specific plans and actions for the implementation of recommendations in the River Safety Services Report. The plans and actions shall cover the following:

- Comprehensive operating protocols for all agencies in the Multnomah County area that provide river public safety services.
- An improved radio communication and standardized emergency dispatch system for all public agencies providing public safety on waterways in and adjacent to Multnomah County.
- A unified reporting system which identifies data needed to efficiently and effectively manage the collaborative river public safety system and defines and standardizes river safety workload, calls for service and cost information for all agencies providing river public safety services.
- A system to involve independent contractors in non-distress responses through a well-defined permitting agreement.
- A River Safety Facility Plan, which identifies locations and types of river safety facilities necessary to provide efficient and effective river safety services. The plan shall provide recommendations on ways and means for implementation.
- Other items identified by the River Safety Policy Coordinating Committee.

**Goal: What will be produced? When?**

The Team shall prepare the necessary legal instruments (Memorandum of Understandings/Intergovernmental Agreements/Interagency Agreements) for implementing the plans and actions for adoption by the Policy Coordinating Committee and if needed by the respective governing bodies and agencies. The Team shall complete its work on the above items within six months of its creation.

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### **Boundaries: What is the team's authority?**

- The Team will work for and report to the River Safety Policy Coordinating Committee. Implementation of recommendations dealing with communication improvements and a unified reporting system shall be coordinated with the current five-county and City of Portland efforts to develop an interoperable public safety communication system.

### **Team Membership: Who are team members?**

- Team members are those individuals identified by each member of the Policy Coordinating Committee.

### **Approach: What are the process expectations of the team?**

- Team members shall be positively engaged in the work of the Team and shall function in a collaborative manner. Where and when additional information is needed, the jurisdictions and agencies participating on the River Safety Policy Coordinating Committee will provide it in a timely and professional manner.

### **Support:**

- Staff support will be provided to the team.
- Team may call on internal budget and legal staff to provide financial information, drafting and analytical support.