

Sunriver Service District Strategic Plan 2010-2015



Our Future

Sunriver Service District

Managing Board

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MISSION STATEMENT

Protecting life and property, fostering a sense of safety and security in our community.

To accomplish the mission we will:

- Attract and retain the right people and assure that they are properly trained and properly equipped.
- Provide reliable and professional emergency services tailored to our community.
- Comply with all Federal, State and local laws, codes and ordinances.
- Provide relevant community education.
- Work in partnership with all community entities

VISION STATEMENT

We will be a model of excellence for public safety services by protecting and enhancing the quality of life for all in the Sunriver Service District by effectively delivering innovative, fiscally sound, community oriented services that meet the changing needs of our community.

VALUES STATEMENT

Integrity

We will protect the public trust by ensuring that our actions are consistent with our vision, mission, and core values. We value honesty and high ethical standards. We will do what is right even if there is pressure to do otherwise.

Teamwork

We acknowledge the mutual responsibility of the Sunriver Service District and its citizens to provide a high quality of life, and to collaborate, support, and commit to each other to meet our common goals.

Service

We are committed to excellence and unbiased, quality service.

Sensitivity

As an organization, we embrace diversity, honesty and differing points of view. Everyone is respected as an individual and their contribution is appreciated.

Progressive

We value our ability to anticipate, influence and embrace change.

Pride

We take pride in ourselves, our departments, our community, and our vision.

HISTORY

Sunriver Development

The District is located in the high desert plateau area of Central Oregon, near Highway 97, approximately 15 miles south of Bend. Sunriver is a community of approximately 1700 permanent residents and a population of visitors that can reach over 16,000 during major holidays and summer weekends. There are about 3200 single family houses, 900 condominiums, a small shopping mall and Sunriver Resort. The Resort operates two golf courses, stables, a marina, a spa and fitness center and a local airport. The Sunriver Owners' Association (SROA) maintains additional recreational facilities including tennis courts, 2 swimming pools, two parks and over 30 miles of bicycle/pedestrian pathways. Four Rental Management Companies working together operate a fitness facility including an indoor swimming pool. The Deschutes River which flows along the western side of Sunriver provides fishing and other river water activities.

Sunriver is located on land that was an Army Engineer training facility during World War II. Abandoned after the war, the land eventually became the focus of an idea to develop a resort and planned residential community. In 1968 the first home site was sold, and building continues today although the community is basically "built-out" with few vacant lots remaining. During the years the management of the community evolved from the land development company to Sunriver Resort Corp. and finally to the Sunriver Owner's Association.

Fire Department

A volunteer fire department was formed in 1968 by Sunriver Resort Corporation and homeowners. In 1970 the Sunriver Fire Department merged with the Sunriver Emergency Medical Services. Professional staff was hired in the 1980's. A three shift schedule consisting of 24 hours on and 48 hours off was developed and a career firefighter was assigned to each shift. This shift schedule has been changed to 48 hours on and 96 hours off and 3 career personnel on each shift. A new firehouse was built in 1995 to provide improved facilities for equipment and personnel. Currently the fire department is made up of 11 career personnel (including the Chief and a Training Captain), up to 20 reserve personnel, and one Office Manager. Fire suppression and Emergency Medical Services (EMS) including Advanced Life Support (ALS) and Basic Life Support (BLS) are provided on a 24 hour basis. While the main responsibility for fire suppression lies within the boundaries of Sunriver, the department's two ambulances provide response and transport to an Ambulance Service Area (ASA) of over 360 square miles. The Department has an extensive training program that endeavors to ensure that all members are qualified for fire suppression and EMS response as determined by budgetary and infrastructure limitations. In addition to two ambulances, equipment includes two engines, a ladder truck, a wildland/urban interface engine, one reserve engine, and other light equipment.

Police Department

The origins of the Sunriver Police Department date to the formation of the Sunriver Department of Public Safety (SRDPS) in 1969 and employment of a patrol officer, who was commissioned as a deputy sheriff. SRDPS continued to work under the developers until the Sunriver Owners Association took over as the governing body in 1987. At that time both the Fire Department and SRDPS were transferred to the SROA. Today the Police Department consists of eleven full-time sworn officers (including the Chief) and an administrative assistant. Officers work four 12 hour days in an 8 day work period. They work two work periods of days and then two work periods of nights before the rotation starts again. The Police Department is assisted by the Sunriver Citizens Patrol (volunteers) and in the summer by 8 Bike Patrol officers. In 2003 the Department became an accredited agency which is considered to rank among the most significant events in the Department's existence.

Formation of the Sunriver Service District

In the mid-1990's, there was concern in the community about difficulties in retaining personnel in the Police and Fire Departments. Some people felt we were becoming a training ground for other departments, and due to the constant turnover, we were spending too much time and money hiring and training new employees.

In 1997 the Deschutes County Sheriff approached the SROA with a proposal to eliminate the Sunriver Police Department and have all community policing handled by the Sheriff's Office. This triggered an SROA Public Safety Committee study on the options for administering police and fire services in Sunriver. The initial study, completed in 1998, identified options but did not submit any recommendations. After a one year hiatus, an Ad Hoc Committee was formed to develop recommendations for the SROA Board of Directors. The main options considered were: (1) Status Quo; (2) Contracting with the Sheriff's Office for law enforcement services; and (3) form a County Special Service District for police and fire services.

The Ad Hoc Committee reported to the SROA Board in January of 2001 recommending: (1) Continue operating police and fire services as part of SROA, or, if a change was wanted or needed, (2) Consider requesting the creation of a County Special Service District. Because of the complicated ownership issues in Sunriver, both the Ad Hoc Committee and the SROA Board of Directors wanted to have all property owners express their preference. Accordingly, an advisory vote of all property owners was conducted in July 2001. The voter's pamphlet explained in detail the steps involved in forming a special service district and provided questions and answers to the more important issues. The voter's pamphlet also included two disclaimers: (1) "Whatever your advice is on this matter, issues beyond our control may require us to reconsider all options;" and (2) "The Board of Directors retains the right on behalf of the Association to proceed or to not proceed with establishing a special district based upon all information available to it at the time of a final decision." The result of the advisory vote was 54% to 46% favoring retention of police and fire services within the SROA operation.

Late in 2001, the Deschutes County Sheriff publicly announced he would no longer continue to commission the officers working for the Sunriver Police Department after September 2002. Following a review of the options to maintain the level of service to which Sunriver was accustomed, the decision to attempt to form a public safety district was undertaken by the SROA. The SROA decided to include the Fire Department as well as the Police Department in the proposed service district. The SROA Board initiated discussions with the Board of County Commissioners to have the option of forming a service district placed on a ballot.

When the County Commissioners agreed to place the service district issue on a ballot, the SROA Board established an Information Committee to provide property owners with information relevant to the formation and operation of a service district. This committee also was a contact point for owners who had questions they wanted answered. A community political action committee was formed to encourage a positive vote on the formation of the district. This committee functioned without any financial aid from, or involvement by, the Sunriver Owners Association.

In the May 2002 election, voters registered in Deschutes County within the proposed district were asked if they wanted to form a County District and establish a tax rate. Measure 9-5 asked the question: "shall County Service District be formed and impose \$3.45 per \$1,000 assessed value as a permanent tax limit beginning 2002-2003?" Voters approved the measure by a margin of 72% (725) yes votes to 28% (286) no votes. 80% of the registered voters voted.

On July 1, 2002 the Managing Board of 5 persons, selected by the SROA and appointed by the Deschutes County Commissioners (who are the Governing Body for the District), began the process of transferring management of the departments from the SROA to the Sunriver Service District. On September 16, 2002 the Police Department transitioned from the SROA to the District, followed by the Fire Department on October 1, 2002.

STRATEGIC PLANNING PROCESS

In 2004, the Sunriver Service District (SSD) prepared a strategic plan for the period 2005-2010. The Special Districts Association of Oregon (SDAO) provided advisory assistance in the preparation of this plan. The planning activity started with discussion sessions and interviews with approximately 60 Sunriver stakeholders of varying backgrounds and interests. A task force was then formed to review and address all inputs and to prepare a strategic plan for SSD Managing Board approval.

At the current time, the SSD Managing Board has decided to update the strategic plan to the period 2010-2015. A task force of the Fire Chief, Police Chief and one former board member has been established to prepare a draft plan for Board approval.

SUMMARY OF STRATEGIC ISSUES

Growth

- What impact will growth in Sunriver and the surrounding area have on SSD?
- What path forward does SSD want to take to address the growth issue?

Funding

- During the next five years, what are the funding concerns for SSD?

Communication

- How does SSD most effectively communicate with resident/non-resident owners, visitors, the business community and other interested parties?

Police Department

- In the next five years what services and level of service will Sunriver owners (resident and non-resident), visitors, and the business community want/need?

Emergency Preparedness

- How can SSD most effectively reduce the threat and impact of natural and manmade disasters in and around Sunriver?

Fire Department

- In the next five years what services and level of service will Sunriver owners (resident and non-resident), visitors, and the business community want/need?

Administrative Relationships

- What are the appropriate relationships within SSD and between SSD, its customers/partners and other neighboring agencies?
- How shall the Board fulfill its responsibility?

STRATEGIC ISSUES

GROWTH

- What impact will growth in Sunriver and the surrounding area have on SSD?
- What path forward does SSD want to take to address the growth issue?

Issues

- How should the Service District address the issue associated with the increase in the transient population within Sunriver?
- How should the Service District address the issues associated with the growth south of Sunriver?

Background

Population

Permanent

- Sunriver - The permanent population has been declining. SROA is planning efforts to increase this population.
- South County – In 2005, growth in unincorporated Deschutes County was estimated at 2.2% per year. With the economic slowdown, there is very little current construction activity. No significant population growth to the south of Sunriver is expected within the time-frame of this study.

Transient

- The current economic downturn has reduced the transient population. This condition is likely to continue at least for another year. Tourism recovery to the 2008 level may not take place in the time-frame of this study.
 - In the future there will be more recreational activities in Sunriver.
 - Increased day use of Sunriver i.e. marina, stables, swim/fitness center is anticipated over the long term but is not likely within the time-frame of this study.
 - New flights to Redmond will tend to increase transient population in Central Oregon.
 - Change in housing mix and density within Sunriver (larger homes for rent with higher occupancy per rental).

External Factors

- Current economic slowdown.

- Perception that SSD is the primary service provider for police/fire/medical services for the Sunriver Business Park, Crosswater, Caldera Springs, and Vandervert Ranch.
- Mutual aid and assistance agreements – impact on service levels.
- Increased workload for police/fire/medical from increase in reporting requirements.

Other Factors

- The increase in tax assessed value is limited by law to 3% per year for existing homes.
- The additions to the tax base are limited to new construction and major renovations.
- Operating expenses and revenues are increasing about 4% per year.
- Economic impact of service arrangements with areas to the south of Sunriver.

Impact

- The above factors will impact the quality of service and response time.
- No growth is anticipated in the near term, but growth could occur again in the future. Increases in crime and traffic are functions of an increase in population, especially the transient population.

Options

- Maintain status quo, but annually review the status.
- Contraction – reduce mutual aid or shared services (collaborative).
- Extension of services – contract to provide services to outside area(s). This can only be done at the request of these areas and with the concurrence of their current service providers.
- Expansion – other area(s) become part of SSD. This can only be done at the request of these areas and with the concurrence of their current service providers.

Action Items

The following Action Items are adopted by the board:

- ✓ *At least annually, review the status of growth issues as they impact service delivery capability.*

FUNDING

During the next five years what are the salient funding concerns for SSD?

Issues

- Maintain adequate funding for SSD operations. SSD potentially could reach its tax rate ceiling within the time-frame of this study.

- SROA will be seeking funding for amenities improvements during this same period.
- Labor contracts will need to be negotiated.

Background

- Revenue for the Sunriver Service District is generated through property taxes, service fees and other sources.
- SSD has a permanent tax limit of \$3.45/1000 of assessed value.
- Maximum increase in tax assessed value of 3% per year for existing properties.
- Significant additions to the tax base are limited because Sunriver is nearing build out.
- Operating expenses and revenues are increasing at the same rate, about 4% per year.
- Revenue is forecast to increase 3.5% per annum due to reduced construction and laws that restrict assessment increases on existing property to 3% annually.
- Deschutes County is beginning to see some situations where market values on houses are dropping below assessed values. In these cases, assessments cannot be increased by 3% per year and may even need to be decreased. It is unknown whether this trend will influence SSD tax revenues.
- Deschutes County currently obtains over \$2 million per year in room tax revenues from Sunriver tourists; none of this money comes directly back into the community.
- SSD is approaching its tax rate limit.

Impact

- Based upon current cost/revenue growth, SSD could reach its taxing limit within the time-frame of this study.
- At some point, possibly within the timeframe of this study, additional funding will need to be developed, or police and fire budgets will need to be constrained.

Options

- Obtain a share of the Sunriver generated room tax dollars. The county has been very clear in denying access to any of these funds.
- Consider cost reductions in Sunriver police and fire activities when the property tax cap is reached.
- Initiate a tax levy vote when the property tax cap is reached.
- Conduct a vote to increase the permanent tax limit.
- Expand SSD services beyond the current boundaries to obtain funding in excess of any attendant operating cost increases. This can only be done at the request of these areas and with the concurrence of their current service providers.

Action Items

The following Action Items are adopted by the board:

- ✓ *Annually review economic trends and financial projections to pursue options as necessary.*
- ✓ *The board will annually develop a 3-year budget projection in conjunction with annual budget process.*
- ✓ *Exercise prudent budgetary control over police and fire operations in order to delay reaching the current property tax funding cap.*
- ✓ *Consider shared or contracted services.*
- ✓ *Determine desired service levels and establish a public policy to meet those needs.*
- ✓ *Develop a policy statement regarding the establishment of reserve funds for continuing operations during funding short-fall periods and for facilities.*

COMMUNICATIONS

- How does SSD most effectively communicate with resident/non-resident owners, visitors, the business community and other interested parties?

Issue

- At the Strategic Planning Stakeholders Meetings held in 2004 many participants voiced their opinion that Sunriver SSD needed to improve its communications.

Background

- The SSD should participate in the communication of many types of information.
 - Emergencies.
 - Services available from the Sunriver Police and Fire Departments.
 - Responses by, and other actions of, the Police and Fire Depts.
 - Sunriver Rules and Regulations that have Public Safety Implications.
 - Hazards.
 - Interdepartmental, between the Police and Fire.
- There are many groups with which the SSD should communicate.
 - Owners, resident and non-resident.
 - Renters, short and long term.
 - Day or special event visitors.
 - The business community, including the Business Park.
 - SROA.
 - The Sunriver Resort.
- SSD is currently utilizing a number of communications vehicles.

- Emergency sirens and broadcast messages.
- Loud speakers on emergency vehicles.
- The Sunriver Scene.
- SROA's Community access TV channel 4 on Chambers Cable.
- Open meetings of the SSD Managing Board.
- Property Management and Rental Agencies.
- The Sunriver Resort.
- SROA and SSD WEB sites.
- Reverse 911.
- Public communications officer.
- Participation in local professional organizations.
- The Police Department's annual Citizens Academy.
- Public Safety Day.
- Neighborhood Watch meetings.
- The Fire Department's 4th of July picnic.

Impact

- The quality and reach of SSD's communication system, and the extent to which it is utilized, will directly affect how well the issues of this Strategic Plan are addressed.
- With the exception of the newer communication systems listed below, none of the proposed options would involve significant capital investment. They would, however, all involve additional time and work in setting them up, but not much in their operation.
- It is contemplated that much of the initial set up work could be done by volunteer ad hoc groups at minimal cost to SSD.
- The cost of the possible use of newer technologies cannot be predicted at this time.
- If there is substantial growth adjacent to, or near the SSD, or if SSD increases in size, or if there are contractual agreements that increase the responsibilities of SSD, it will be faced with additional communication challenges and the associated costs of their solutions.

Options

- Periodic (annual?) informational mailings to non-resident owners. Perhaps these messages could be enclosed in some SROA mailings.
- Augment the SSD web site to include a current list of frequently asked questions and their answers. Publicize the existence of this site and continue to make it available as a link from the SROA site. Make the site interactive.
- Create "groups" of residents' and non-residents' e-mail addresses for broad target messages.
- Cooperate with the media, and encourage the Scene to continue its Public Safety section and the chiefs to recognize and publish important messages relating to their departmental activities.
- Integrate existing organizations into the communication network. i.e. Neighborhood Watch, Citizens Patrol, Fire Department Reserves, Chamber of Commerce, The Sunriver Resort, the Rental Property Managers Association etc.

- Explore the possibilities or the newer communication systems such as Wi-Fi and Wi-Max wireless.

Action Items

The following Action Items are adopted by the board:

- ✓ *Schedule annual meeting for Sunriver residents that addresses the status of the district.*
- ✓ *Encourage Chiefs to continue their cooperation with the media and publication of the information in the Scene regarding their departments.*

POLICE DEPARTMENT

- In the next five years, what services and level of service will Sunriver owners (resident and non-resident), visitors, and the business community want/need?

Police Mutual Assistance Agreements

Issues

- Impact that calls for mutual assistance outside of Sunriver have on the level and/or quality of service provided to the community of Sunriver.
- Financial impact on SSD of calls for mutual assistance outside of Sunriver.
- Importance of mutual assistance when Sunriver needs help.

Background

- The Sunriver Police Department does not have written agreements covering day-to-day mutual aid with other Law Enforcement agencies.
- The Sunriver Police Department does have Standard Operating Procedures, which cover when and to what level mutual aid will be provided.
 - As a rule, the Sunriver Police Department will only respond to request for assistance with one officer and then only as backup, to any calls for service outside of Sunriver.

- The exception to this rule is for potentially life-threatening situations, in which case the nearest Law Enforcement agency has a moral obligation to respond whether they are directly responsible or not.
- Off property assistance to the public, officers or outside agencies has averaged less than 3% of the Sunriver Police total call load for the past several years.
- There is a Tri County Cooperative Assistance Agreement (Deschutes, Jefferson and Crook Counties) which is only applicable to major events such as natural disasters
 - This agreement deals primarily with:
 - The request for mutual aid from other agencies.
 - The chain of command
 - The financial obligations of each agency

Impact

- There is currently limited financial impact due to responding to calls to support other agencies
- To date, calls to support other agencies has had minimal impact in service to the community of Sunriver.

Options

- If calls for assistance to other agencies results in a reduction in service to the Sunriver community:
 - Work with the Sheriff to develop mutual assistance agreements
 - Consider taking over primary responsibility for areas where we are most often called to assist. This can only be done at the request of these areas and with the concurrence of their service providers.

Action Items

The following Action Items are adopted by the board:

- ✓ **Maintain current practices**
- ✓ **Police Chief monitors calls for assistance from outside agencies to measure the impact on service to the community of Sunriver and reports any adverse service problems to the board.**

Police Staffing

Issue

- What staffing level will be needed to meet the needs of the Sunriver Community in the next five years?

Background

- The Sunriver Police Department has a full time Chief, two Sergeants, eight Patrol officers and an Administrative Assistant.
 - The Sergeants and 8 patrol officers are divided into two teams.
 - A team consists of two officers on day shift, two officers on night shift and a sergeant supervising by working half of each shift.
 - The teams work 4 (12 hour) shifts with four days off.
- The optimum level of staffing is a Chief, Administrative Assistant and two teams of five sworn officers.
- The minimum level of staffing is two sworn personnel on duty at all times.
- A sworn officer is someone who has been sworn into office and has been granted arrest authority
- From Memorial Day until the end of September there are eight Bike Patrol officers (unsworn) who primarily enforce SROA rules on the bike paths
- Members of the Citizen Patrol, who are (unsworn) volunteers, assist the Police in areas that do not require a sworn officer

Impact

- With two teams of five sworn officers, the Sunriver Police Department is able to provide adequate police coverage and supervision.
- With the additional Bike Patrol officers, the Sunriver Police Department is able to adequately augment its force during the busy summer months.
- Less than optimum staffing levels will result in:
 - Increased overtime expense.
 - A reduction of patrol coverage or patrol hours and, therefore, reduced protection of the Sunriver community.
 - A safety risk to the officers on duty.

Options

- ✓ The SSD maintain Police current staffing with less than optimum staffing levels.
- ✓ The SSD maintain Police current staffing levels.

Action Items

The following Action Items are adopted by the board:

- ✓ *The SSD maintain Police staffing at the current level to meet the needs of the Sunriver community*

EMERGENCY PREPAREDNESS

- How can SSD most effectively reduce the threat and impact of natural and manmade disasters in and around Sunriver?

Issue

- Proactive planning, coordination and education are needed to reduce the threat and impact of natural and man-made disasters in and around Sunriver.

Background

- A state of emergency exists whenever:
 - There is suffering, or imminent danger of suffering
 - An event may cause injury or death to persons, or damage to or destruction of property, to the extent that extraordinary measures must be taken to protect the public health, safety and welfare.
- There is potential for a number of different emergencies that might affect Sunriver including:
 - Wildfire
 - Major structural fire
 - Volcanic Activity
 - Flooding
 - Law Enforcement Issues
 - Hazardous Materials
 - Weather

- Wildfire
 - The State of Oregon has classified all areas of Sunriver as an extreme hazard relative to the wildfire potential and impact
 - A ladder fuel reduction program has been in place in Sunriver for many years, and has served as a model for other areas. This is a continuing program.
 - Wildfire within Sunriver must be considered the greatest threat to individual and property safety that exists at this time.

- Volcanic activity
 - The Cascades are part of the still active Fiery Ring of the Pacific
 - Seismologists are currently studying the bulge south of the South Sister.

- Flooding
 - The water level of the Deschutes River is controlled upstream from SR by dams.
 - Some houses in and around Sunriver are in the flood plain.

- Law Enforcement Issues
 - Meth production and usage is a major problem in Oregon including our immediate area.
 - A Hostage situation is a real threat anywhere including in Sunriver.

- Hazardous Materials
 - Within Sunriver there is the possibility of hazardous material being leaked or spilled from either the sewer treatment facility or one of the pools as both use such materials.
 - There is bulk fuel storage within Sunriver at SROA Public Works, The Sunriver Marketplace and the Sunriver Airport. Trucks that deliver to these locations travel on Sunriver roads.
 - Adjacent to Sunriver at the Business Park there is additional bulk fuel storage including propane
 - Nearby, trains bordering the east side of Sunriver and trucks a bit further away on Hwy. 97 carry a large amount of hazardous materials so a potential spill is a real threat.
 - A great deal of aircraft traffic at the Sunriver airport is a potential source of hazardous materials.

- Weather
 - Severe wind and snowstorms are amongst the threats posed to us in the High Desert.

- If any of these emergencies occurs:
 - The Chair of the Board of County Commissioners (and Sheriff's Office) would prepare a Declaration of Local Emergency.
 - Evacuation could be ordered after consultation with local authorities.

- Sheriff's Search and Rescue would assist local authorities in evacuating the affected communities if and when required.
- Police and Citizen's Patrol would establish evacuation routes: monitor and control traffic, notify citizens via evacuation sirens, and mobile loudspeakers.
- The Police Department will provide security for property when possible.
- Channel 4 would televise evacuation notice and instructions.
- Reverse 911 would notify residences within affected area.
- Depending on the nature of the emergency, the appropriate emergency agency would provide oversight and command.
- American Red Cross would direct and care for evacuees after they leave Sunriver.
- Alternatively, the nature of the emergency might require that residents and visitors in Sunriver need to stay in place
- A federal grant has been obtained and a vendor identified to develop a National Incident Management Systems (NIMS) compliant Emergency Operations Plan (EOP) for the Sunriver community. This plan, when established, will require periodic review.

Impact

- Worst case scenario could see destruction of a significant portion of the community, with all the negative impacts of possible loss of life, injuries, property damage, loss of critical environmental habitat and long term economic effects.
- Difficult evacuation process especially considering our many visitors during holiday and vacation seasons. Also, there are limited exit routes.
- Difficulty in gaining sufficient resources in the initial stages of an incident to handle all the tasks that must be accomplished.
- Lack of education and understanding could create additional risks to the community and its population.

Options

- Develop a community Emergency Operations Plan working closely with Deschutes County Emergency Services Authorities.
 - Focus would be self sufficiency during first 72 hours
 - Assure our plan dovetails with the county EOP.
 - The purpose of the plan would be to protect and maintain safety and to ensure implementation of the following response actions:
 - Determine and implement search and rescue, evacuation, and protective actions.
 - Support disaster medical operations, including casualty management.
 - Support requests for response resources.
 - Maintain the availability of critical services in the absence of normal infrastructure.
- Work closely with all affiliated Emergency Agencies to maximize resource availability.

Action Items

The following Action Items are adopted by the board:

- ✓ *Complete EOP specific to Sunriver by the first quarter of 2011.*
- ✓ *Develop public education programs relative to emergency preparation.*
- ✓ *Develop the training exercises for the EOP*

FIRE DEPARTMENT/EMERGENCY MEDICAL

- In the next five years what services and level of service will Sunriver owners (resident and non-resident), visitors, and the business community want/need?

Impact of Automatic & Mutual Aid Agreements

Issue

- How can the Sunriver Fire Department provide adequate service in Sunriver if resources are actively diverted elsewhere through automatic or mutual aid?

Background

- Sunriver Fire Department has automatic aid agreements with surrounding Fire Districts including Bend and La Pine and mutual aid agreements in the tri-county area.
 - “Automatic Aid” is an industry term that refers to *automatically* summoning outside resources for particular types of alarms, incidents in certain locations, incidents requiring specific types of equipment, or under pre-determined sets of circumstances. Sunriver has these agreements with Bend and LaPine fire departments, the U.S. Forest Service (USFS), and the Oregon Department of Forestry (ODF).
 - “Mutual Aid” is an industry term that refers to summoning outside resources when you have exceeded, or know you will exceed, your agency’s resource capability on an incident or multiple incidents.
- There are many benefits to Sunriver from both automatic and mutual aid agreements.

- Sunriver receives critical assistance when it is needed. The importance of this benefit would be impossible to exaggerate.
 - Sunriver realizes a significant revenue stream from ambulance transports from La Pine.
 - Mutual aid provides field experience for our employees.
 - By engaging in more field activity, employees experience a higher level of job satisfaction and are less inclined to seek employment elsewhere.
- Growth is taking place south of Sunriver in the La Pine Fire District
 - South Deschutes County is growing in transient visitors, and this adds a greater workload to fire services.
 - There is a perception that Sunriver Fire Department is the primary service provider for the Sunriver Business Park, Crosswater and Vandervert Ranch, although technically these areas are in the La Pine Fire District.
 - With longer-term growth to the south, the number of outside calls will most likely increase.
 - In 2009, Sunriver responded to La Pine 43 times while LaPine responded to Sunriver 8 times. Of the mutual aid responses to La Pine, the overwhelming majority was medical calls and resulted in transports generating between \$21,000 and \$25,000 in revenue for the SSD.

Impact

- Currently it appears there is limited financial expense in providing automatic and mutual aid.
 - The main financial impact has been for fuel and wear and tear on our vehicles.
 - People costs of call backs, overtime, etc. are limited.
- There have been financial gains when medical transport has been needed on mutual aid responses.
- So far, the automatic and mutual aid agreements have not negatively impacted service delivery in Sunriver. In many respects, service delivery in Sunriver has been enhanced by having a more experienced staff when needed.
- As the area south of Sunriver grows, there may be an increased number of requests to provide assistance to these areas.
- The perception within Sunriver may grow that we are paying for a significant part of La Pine's fire services in the north end.
- The La Pine fire district has recently (January 2010) hired six additional firefighters/paramedics; the affect these additional personnel will have on Sunriver mutual aid responses will be monitored.

Options

- Expand SSD boundaries to nearby communities so additional income will provide for staffing levels to assure appropriate service levels in all locations. This can only be done at the request of these areas and with the concurrence of their current service providers.
- Maintain current practices.

Action Items

The following Action Items are adopted by the board:

- ✓ *Fire Chief will maintain and update intergovernmental agreements as needed.*
- ✓ *Maintain current practices.*

Organizational Structure & Staffing Levels

Issue

- What is the appropriate organizational structure and staffing level to meet the needs of the Sunriver community over the next five years?

Background

- The Fire Department has attempted to maintain sufficient on-duty resources, of both career and reserve staff, to handle two simultaneous medical calls considered non-critical in nature. In addition, it is usually able to handle small fires and Immediately Dangerous to Life and Health (IDLH) environment incidents by meeting OSHA mandated two-in/two-out requirements for entering an IDLH environment.
- In order to provide the present level of service the department has relied on a good mix of career and reserve personnel. There are presently 10 career operations personnel, including the Chief, and up to 20 reserve firefighters (the SSD Board has approved this level, but it has never been achieved).
 - Reserve firefighters are usually college students with little or no firefighting experience but who are actively seeking a career position in fire service.
 - Length of service with Sunriver is usually one to two years.
 - Reserves initially are provided entry level training in order to supplement career staff, but they only work under direct supervision. Ultimately they are trained to the NFPA Firefighter 1 certification level and work under general supervision.
 - Without a robust reserve program, the department would be frequently- if not usually- incapable of meeting the 2 in/2 out requirements with its current career staffing levels.
- There are 3 rotating shifts with 3 career personnel on duty at all times and 1 to 4 reserve firefighters typically providing supplemental staffing on each shift. Additionally, the Assistant Chief and Fire Chief trade duty weeks and respond to major incidents in the community while off-duty.
 - The three career firefighters include: one engineer/paramedic, one firefighter/paramedic, and one captain/paramedic.

- The Sunriver community presently enjoys a Class III ISO rating.
 - The rating is based on water supply, communications, and fire department operations (staffing, training, equipment, etc).
 - The importance to Sunriver is that this rating reflects the quality of fire protection provided to the community and keeps insurance premiums down.
- While the department is able to provide initial response for all types of emergencies, it lacks personnel depth to provide backup or sufficient resources to safely and efficiently manage more complicated emergencies at least in the initial phase of the operation, which is the most critical phase.
- Housing in Sunriver has proven to be prohibitively expensive for personnel in the department. Therefore, most live in the Bend area which creates a recall time of at least 20 minutes under favorable weather and road conditions.
- The department relies heavily on its automatic and mutual aid agreements to provide resource depth for major emergencies.

Impact

- Without a current Standards of Cover study, it is not clear that the department is meeting the Sunriver community's expectations concerning the scope, levels, or quality of fire and safety services.
- Currently, staffing policies determine service level capabilities as well as safety and efficiency considerations.

Options

- Maintain current staffing levels.
 - Fire Department Minimum Staffing:
The current minimum staffing is, and has been for the better part of ten years, three full-time members per shift, consisting of one captain one engineer, and one firefighter, all of whom are paramedics. These minimums are augmented with reserve (part-time, on-call) firefighters who work under the direct supervision of the career staff on their respective shifts. Reserves, by and large, do not possess the same training and experience level (it varies, depending upon how long they have been with the department, previous affiliations, etc.) and are made up of individuals who are seeking entry-level positions in the fire service. The number of reserves on duty on any given day varies from none to five with a daily average of three.
- Consider increasing line staff.
 - Determine Fire Department Optimum Staffing

Action Items

The following Action Items are adopted by the board:

- ✓ *The SSD should first confirm the scope, levels, and quality of the services that the community requires/desires and assess the costs and practicality of providing those services.*
- ✓ *Conduct a Standards of Cover study that is specific to the Sunriver community and environment, and that includes, but is not limited to:*
 - *Evaluation of risk factors.*
 - *Evaluation of departmental abilities, taking into consideration various staffing levels, drawing on career/reserve firefighters, assistance from surrounding organizations, and other approaches that might enhance personnel resources.*
 - *Explore enhancement of risk factor mitigation through fire code enforcement.*
- ✓ *Complete initial draft of the Standards of Cover by September of 2010.*

Facilities and Equipment

Issues

- Over the next five years (and beyond), what are the facilities and equipment concerns for the SSD?
- The SSD currently expends, on average, \$80,000 annually for a fire station it does not own. This represents the cost of rent and the attendant requirements for maintenance, repairs, etc., enumerated in the lease agreement to house the fire department in its current facility. This cost has increased each year and it should be anticipated to increase significantly in future years as the building ages.
- The existing facility is limited in office space, work stations, and storage areas for its current needs and doesn't allow for future growth should the need arise.
- The Fire Department currently lacks sufficient training facilities to safely and efficiently train fire fighting personnel for structural fire fighting operations, live fire training, vertical ventilation and search and rescue.

Background

- The current fire station was constructed in 1995. At that time, there were two full-time (24/48) members per shift and a Fire Chief. The department also included volunteers who came and went from the station as calls for service and training activities required (volunteers were not housed in the sleeping quarters). Now, fifteen years later, there are three full-time members assigned to each shift, a Fire Chief, a full-time Training Officer, an Office Manager, and a group of reservists (whose numbers fluctuate between fourteen and eighteen) that is board-authorized up to twenty, and who work shifts alongside the full-time staff.

There is not a current plan, nor is funding being reserved, for any future modification, renovation, or replacement of this facility. Because the building is not district-owned, it is ineligible for Assistance to Firefighters Grants (AFG) that are available through the Federal Emergency Management Agency (FEMA) for existing facility modification. The growth of staff has resulted in crowding in office space, work stations, and storage area, and, potentially, inadequate sleeping quarters.

Moreover, the absence of a tactical training facility makes achieving and maintaining acceptable levels of proficiency in structural firefighting and related skills extremely difficult in many areas and virtually impossible in others.

Impact

- Without a comprehensive facilities plan, when the fire station inevitably requires modifications, renovations, or replacement there will be no funds set aside for that purpose.
- Without a comprehensive facilities plan that includes acquiring a tactical training facility, firefighters will continue to receive insufficient training opportunities to learn and maintain critical skills directly related to their primary mission – protecting life and preserving property. This necessarily includes structural search and rescue, vertical ventilation, and live-fire training capabilities.

Options

- Increase the reserve fund for the ultimate upgrade and/or expansion of the existing fire station and for the possible development of a training facility.
- Make no change from current practice.
- Review the current lease agreement with SROA to determine whether modifications would be appropriate.
- Consider purchase of the fire station from SROA in order to be eligible for Federal grants for facility upgrades.

Action Items

The following Action Items are adopted by the board:

- ✓ ***Develop a Comprehensive Facilities Plan by June 2011.***
- ✓ ***Upon completion to consider other options described in the facilities plan.***

ADMINISTRATIVE RELATIONSHIPS

SSD – SROA – Relationship

Issue

- What is the legal and appropriate relationship between SSD and SROA for services provided by SROA and for SSD enforcement of SROA Rules and Regulations?

Background

- Legally a private group cannot control a public entity receiving tax money.
 - Rules governing public entities are much stricter than those governing owner associations.
 - SSD Board must act under public meeting laws and members are individually responsible for compliance.
 - SROA Board does not have the same restrictions or liabilities
- The agreement between SROA and the County gives SROA some responsibilities with regard to SSD which include:
 - SROA nominates SSD Board Members
 - SROA reviews and approves SSD Budget
 - SROA must pre-approve SSD hiring of an Administrative Manager
 - Two SROA Board members sit on SSD Board
 - Board members serving on both boards must be aware of the potential for conflict between the interests of the two groups.
- SROA by contract provides accounting, human resources and vehicle maintenance services to SSD.
 - Contracts for accounting and human resource services have monthly fees.
 - Contract for vehicle maintenance is based on charges for services provided.
 - Contracts renew automatically each year with a price escalation clause in each contract.
 - Contracts between SROA and SSD will be reviewed by an independent third party upon request by either party.

- SROA has Rules and Regulations that require enforcement.
 - SSD has a written agreement to enforce certain SROA Rules and Regulations.
 - There are two groups within SROA (Environmental & Community Development), in addition to Police/Fire (SSD), which have responsibility for enforcing SROA Rules and Regulations.
 - The roles SSD and SROA play in the enforcement of SROA Rules and Regulations is not clearly understood by the public, and the public does not always understand the rules.
 - Annual review of the Rules and Regulation enforcement agreement is performed between SROA and SSD.

Impact

- Issues between SROA and SSD will arise due to differing priorities, expectations and timelines.
- Sometimes there is confusion, misunderstanding and misinterpretation by the public on who is to enforce certain rules and how they are to be enforced.
- The economic gain or loss from third party reviews of contracts is indeterminate, but does meet the obligation to be fiscally responsible in the procurement of services.

Options

- Roles, responsibilities and expectations must be clearly defined, understood and agreed to by all organizations.
 - Develop and employ methods of communication as needed between SROA and SSD, including Board Members, operational groups (supervisors) and line personnel.
 - Periodically provide SSD/SROA employees with current information that identifies which group (Police, Fire, Community Development, and Environmental) has responsibility to enforce specific Rules and Regulations.
 - Promptly identify and address conflicting issues.
 - Schedule annual joint SROA/SSD Board meetings to share objectives, discuss issues, priorities, etc.
 - Review agreement with County and ensure all parties understand responsibilities and authorities.
 - Members of both SSD and SROA Boards need to understand public laws which govern SSD.
- All contracts between SROA and SSD may be reviewed at the request of either party.
- Third party reviews occur following major changes to a contract or at the request of either party.
- SSD evaluates, for cost comparison, outside sources as service providers.
- SSD evaluates handling administrative services internally.

- Inform public which group (Police, Fire, Community Development, and Environmental) has the responsibility and the authority to enforce specific Rules and Regulations.

Action Items

The following Action Items are adopted by the board:

- ✓ *Hold an annual joint meeting between the SSD Board and The SROA Board to share objectives, discuss issues, priorities, etc.*
- ✓ *The SSD Chair will meet quarterly with the SROA President to discuss issues of mutual interest and/or concerns.*
- ✓ *The SSD Chair will report the results of the quarterly meeting between the SROA President and the SSD Chair at the next regular meeting of the SSD Board.*
- ✓ *Contracts between SROA and SSD will be reviewed by an independent third party upon request by either party.*

SSD – Relations with Neighboring Agencies

Issue

- While there is contact at the operational level between SSD and Neighboring Agencies, there is no contact at the policy making level. The chiefs report to the Board, and the Board interfaces with other agencies only at the request of the chiefs.

Background

- At the operational level SSD has excellent contacts with neighboring agencies.
- The SSD Board has not developed relationships with neighboring agencies' Boards.
- There are no meetings at the policy making level.

Impact

- The working relationship with other agencies is at the operating level. The Board is dependent upon the chiefs notifying it when issues are important to the Board.

Options

- SSD Board works to build relationships with other agencies that SSD interacts with
 - La Pine Fire Department
 - Forest Service
 - Bend Fire Department

- Sheriff
- Continue maintaining primary relationships at the operational level.

Action Items

The following Action Items are adopted by the board:

- ✓ *Maintain current practices.*

Police/Fire Relationships

Issue

- The Police and Fire Departments need to have a good working relationship and an understanding of each agency's roles and responsibilities

Background

- Police and Fire, when dispatched to an incident, have different roles and responsibilities, which may result in a condition that has the potential to cause conflict
- The Police and Fire Departments have made a concerted effort to gain an understanding of each other's roles and responsibilities at the scene of an incident by conducting:
 - Joint meetings
 - Joint training exercises
 - Joint community events
- Both Police and Fire Departments have been trained in NIMS protocols.

Impact

- Both Police and Fire personnel agree that they have a good understanding of each other's roles and responsibilities resulting in a strong working relationship.

Options

- The SSD to continue to monitor the working relationship between the Police and Fire Departments.
- Both the Police and Fire Departments to continue to maintain open communication and joint training between their two agencies.

- The SSD to support efforts to foster positive public opinion regarding the relationship between the Police and Fire Departments.

Action Items

The following Action Items are adopted by the board:

- ✓ *Maintain current practices.*

SSD Governance

- How shall the Board fulfill its responsibility?

Issues

- What value is to be given to the Strategic Plan and subsequent action items?
- Whose responsibility shall it be to implement the Strategic Plan?
- What are the oversight responsibilities of the Board?
- What is the impact of statutes, Rules and Regulations on the SSD?
- What beliefs, values and understandings shall guide the Board?
- What levels of service does Sunriver require?
- What shall be the fiscal policy of the SSD?
- What role should the Strategic Plan have in SSD decision making processes?

Background

- The SSD currently provides quality services through a dedicated staff.
- None of the current Board members were involved in the development of the Strategic plan for 2005-2010.
- Board members typically serve no more than a three year term. The Strategic Plan covers a span of five years. Therefore, it is very likely that few Board members will have a working knowledge of the Plan after several years into the period covered by the revised Plan.
- Until the past three months, the Strategic Plan had not been formally addressed since 2006.
- Only one of the chiefs was involved in the development of the previous Plan.
- There is no schedule or formally adopted plan to regularly review the Strategic Plan.
- Responsibility to oversee or implement the Plan has not been formally assigned.

Impact

- The degree to which the Board can effectively govern the SSD is based upon:
 - Clarity of roles and responsibilities.
 - Data that is current, objective and readily available.

- Active and informed involvement of Board members.
- Candid and open communications.

Options

- Assign staff (the chiefs) primary responsibility for the implementation of their appropriate sections of the Strategic Plan.
- Have the Board responsible for the maintenance and oversight of the Strategic Plan.
- Clearly delineate the roles and responsibilities of Board and staff in the implementation of the Strategic Plan. Develop the formal provisions for both the annual review of the Plan status as well as more frequent periodic review of specific components and related action items.

Action Items

The following Action Items are adopted by the board:

- ✓ *Assign staff (the chiefs) primary responsibility for the implementation of their appropriate sections of the Strategic Plan.*
- ✓ *The Board will be responsible for the maintenance and oversight of the Strategic Plan.*
- ✓ *The SSD Board will have responsibility to schedule status updates of sections of the Strategic Plan at the monthly meetings.*