The background of the entire page is a photograph of a park, tinted with a green color. In the foreground, a woman is riding a bicycle on a path. In the middle ground, several people are sitting or lying on the grass. In the background, there are many trees and more people walking or playing. The overall scene is a peaceful park setting.

A SAMPLE PROCESS FOR DEVELOPING A COMMUNITY BASED EMERGENCY FIRST RESPONDERS (EFR) PROGRAM

September 2020

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ACTION STEPS AND DECISION POINTS: FROM IDEA TO IMPLEMENTATION

1. Pass ordinance or make motion that sets out the broad goal of a civilian-led and -operated program.
2. Identify who will be responsible for implementation.
 - Who will be on the Executive Working Group?
 - What subgroups will be created and what staff is needed to start the decision-making process?
3. Research and establish answers to or make decisions on the following logistical questions.
 - How are 911 calls and other calls for service currently routed to police, fire, ambulance or other systems?
 - Will the system use the 911 dispatch or a separate number?
 - What category of calls will get routed to civilian emergency first responders (EFR)?
 - How are calls referred to the EFR Team?
 - ▶ What technology will be used?
 - ▶ How will it be provided to the EFR team and how will the EFR team communicate back?
 - Who will make the decision to route incoming calls to an EFR team?
 - Who staffs the EFR team?
 - ▶ Will a currently existing non-law enforcement city department house this program?
 - ▶ Will a new department be created?
 - How will data be collected on calls responded to by EFR/Police/Fire/Ambulance?
 - How will the EFR program components be funded?
 - ▶ Technology
 - ▶ Employment
 - ▶ Training
 - ▶ Oversight
 - ▶ Data collection
 - What systems need to be in place to start and operate (detailed logistics)?
 - ▶ Equipment/technology
 - ▶ Training for all workers, e.g. EFR team members, dispatchers
 - ▶ Contracts/legal counsel
 - How will continued implementation/improvement be monitored and evaluated?

EXAMPLE: HOW PORTLAND, OREGON MOVED FROM IDEA TO IMPLEMENTATION

This is how Portland, Oregon developed their pilot program for Portland Street Response, which began in one neighborhood as a pilot program.¹ In June 2020, the Council voted to expand Portland Street Response throughout the city and to expand its hours of operation.

The legislation began with a budget note and a directive to create a Public Safety and Operations Working Group to design and implement the program.

Major steps are highlighted in yellow (◆), implementation decisions and action steps are highlighted in green (■), and detailed logistics and the questions and answers for implementation are highlighted in orange (●).

- ◆ 1. There was a Budget Note from Commissioner Hardesty, approved by the council, to fund a pilot program, the Portland Street Response.
- ◆ 2. A Public Safety and Operations Working Group was formed to propose actions for a 3- year timeline

The purpose of the Public Safety Budget and Operations Working Group (PSWG) is to propose actions over a three-year timeline (FY 2020-2021 – FY 2022-2023) with the following results:

- 1. Achieve ongoing, sustainable general fund savings of at least 2% within and across the public safety bureaus.
- 2. Follow Council's vision for Portland Street Response by developing a system of appropriately triaged non-emergency calls, which utilize first responders, skilled in prevention and behavioral health.
- 3. Increase trust and collaboration among the public safety bureaus, and community stakeholders, with short and long-term goals of providing effective, efficient, and integrated service to the community.
- 4. Make recommendations for effective coordination between the City's public safety operations, community non-profit organizations, Multnomah County, and other public agencies that provide an array of prevention and intervention services.

1. Reports and appendices created out of this process are available upon request.

◆ **3.** The Executive Team for the Portland PSWG was comprised of

- the Chief of Police
- the Chief of Portland Fire and Rescue (PFR)
- the Chief of Portland Bureau of Emergency Communications (BOEC)
- the Chief of Portland Bureau of Emergency Management (PBEM)
- the Chief Administrative Officer of City of Portland

A Staff Team was directed by the head of PBEM, and a Program Manager was recruited to guide the work.

◆ **4.** The Community Engagement Work Group met and conducted research with stakeholders, including the police and the Bureau of Emergency Management, and generated a report with recommendations

Portland Street Response Community Engagement Work Group Final Report

The Community Engagement Work Group's goal has been to ensure that community members are engaged and inform the creation of Portland Street Response from the onset of the program's development. The group has held numerous listening sessions and meetings, and distributed surveys to a variety of stakeholders throughout the city. The team also created and conducted a community logo design contest. Winners were announced November 15th and their submissions will be used to inspire the final design by a paid artist awarded by RFP.

The majority of designs received were from Street Roots. Our first priority was holding listening sessions that raised the voices of houseless individuals that are among the most impacted in our current first response system. We held four listening sessions with this community: one at Sisters of the Road, one at JOIN, one with the Homeless Youth Continuum, and one with Central City Concern. Our group also partnered with Portland State University's Homeless Research and Action Collaborative to create a survey targeting the houseless. Individuals from Right 2 Survive also lent their time and talent to this process and went out in the field to ensure that houseless individuals representing a large geographic area of the city were represented. The recommendations resulting from this effort are as follows:

- Portland Street Response needs to be separate from the Police
- Prioritize training in mental health, de-escalation, trauma, and listening
- Portland Street Response should not be armed or run warrant checks
- Uniforms should be recognizable and distinct from other first responders
- Referrals and transportation services would help the teams be effective
- Connect Portland Street Response with place where people can go

- Educate community members about emergency calls
- Treat people with compassion and dignity.
- Carry supplies such as food, water, and hygiene products.
- Include a peer support worker in program and value the lived experience of houselessness
- Create a culture that is respectful to LGBTQIA+ community and caters to their unique needs

An additional survey was developed and sent out the business community, neighborhood associations, and non-profits throughout the city to learn about their experiences with our current first response system and wishes for the Portland Street Response. Overwhelmingly, respondents indicated that they would like a new service to call that would not involve any of the current first responders in our system.

We held three listening sessions with rank and file police officers at North, Central, and East Precincts. The officers we spoke to asked many good questions about the program and shared a lot of good information with us about the kinds of scenarios they believe could be addressed by Portland Street Response. From these three groups we learned that they are often asked to move along houseless individuals from storefronts, and that a lot of time is spent fielding calls for “unwanted” persons. The officers we spoke to were largely supportive of transitioning these kinds of calls to Portland Street Response.

Members of the work group also spent an afternoon at the Bureau of Emergency Communications doing a “sit-along” listening to 9-1-1 calls and talking with dispatchers. Overwhelmingly employees believed that this new resource wouldn’t be difficult to incorporate into the work they’re currently doing, and that it would be a useful resource for citizens.

The Community Engagement Workgroup intends to continue working together on our next phase of community engagement – public education. We plan to help inform the community about the pilot’s launch as well as work on a public education campaign around when it’s most appropriate to call 9-1-1. The development of the Portland Street Response has put community first since its inception, which is why we also launched a logo design contest that closed on November 12th, 2019. Three winners will inform the vision behind the final logo design for the Portland Street Response. Winners of the logo design contest will receive \$250 each. A request for proposal is currently open to the community for a paid opportunity to create the art and branding for the new program.

- ◆ 5. At the end of this process with the community and stakeholders, an implementation plan with detailed logistics was made. The implementation plan was as follows:

Portland Street Response Implementation Plan

MISSION

To provide a branch of first responders who are trained in behavioral health, crisis intervention and on-scene medical assistance; whereby enabling Portland Street Response to reduce Police, Fire, and EMS interactions with individuals who have not committed a crime, and who may be experiencing a mental health crisis or have an health concern that does not immediately threaten their life, or the lives of individuals around them.

PROGRAM DESCRIPTION OVERVIEW

Portland Street Response is designed to serve as a third branch of the City of Portland's first responder system: Police, Fire, and Portland Street Response. The Bureau of Emergency Communications' (BOEC) role will be to dispatch Police, Fire, or AMR (ambulance service) if the call relates to saving a life, reporting a fire, or reporting a crime. For other non-life-threatening (but crisis-related) scenarios currently responded to by Police and Fire (such as behavioral

health issues and welfare checks) Portland Street Response will be dispatched as an unarmed, first responder team, trained in behavioral health and on-scene medical assistance.

Two primary benefits of creating this new branch of first responders for non-life-threatening but crisis-related calls are:

1. Enables the City of Portland to free up Police and Fire resources to attend to life saving and crime-related calls for help; and
2. Provides quick and compassionate response by trauma informed members trained in crisis management, emergency medicine, and behavioral health.



PROPOSED MEASURABLE OUTCOMES

1. Reduce the number of non-warrant arrests that result during a 9-1-1 response.
2. Reduce the number of individuals transported to the emergency department for low acuity medical related issues that could instead be addressed in a pre-hospital care setting.
3. Reduce the number of behavioral health and lower acuity medical calls traditionally responded to by Police and Fire.

■ Legal Activities & Decisions

● 1. CONTRACTS

An RFP will be issued for Crisis Worker positions.

● 2. ORDINANCE

An ordinance may need to be passed to create job classifications that do not currently exist, to be run out of Portland Fire & Rescue. This will be determined through appropriate legal and policy channels.

■ Logistics & Decisions

● 1. BUREAU OF EMERGENCY COMMUNICATION (BOEC) CALL PRIORITIZATION AND DISPATCH

Q: What specific call codes will be dispatched to Portland Street Response?

A: The call transition committee is recommending that BEOC not dispatch based on call types. Instead BOEC will dispatch by the criteria/scenario listed below:

We recommend that PSR respond when the person:

- ✎ has no known access to weapons
- ✎ is not suicidal
- ✎ is not violent towards others (physically combative, threatening violence, assaulting)

We recommend PSR respond to the following scenarios:

- ✎ Person outside needing a welfare check:
- ✎ person down, unchecked (condition unknown)
- ✎ person intoxicated or drug-affected
- ✎ person outside yelling
- ✎ Person outside needing referral to services that do not have access to a phone.
- ✎ Person outside needing a face-to-face mental health check when they cannot be transferred to the Multnomah County Crisis Line (MCCL) by phone.

- Co-response/mutual aid request from emergency responders (Police, Fire, EMS)
- Response requests from non public-safety entities (Project Respond, CHIERS, Multnomah County Crisis Line, etc.)
- Self-dispatch by PSR

Q: Will Portland Street Response have a special code that will separate those calls (when querying the data) from Police, Fire, & AMR dispatched calls?

A: Yes, BOEC will use a new “PSR” typecode for all Portland Street Response calls.

Q: How and when will BOEC train their call takers of the new dispatch system?

A: BOEC estimates needing 45 days to train all staff once the Pilot Program has been slated for implementation.

Q: How will this new process of dispatching to Portland Street Response tie in with the new dispatch prioritization BOEC is currently working on implementing for Fire, but not Police?

A: For the Pilot Program, ProQA, a new dispatch software currently being implemented, will not be directly associated with dispatching Portland Street Response to calls. In the future, ProQA has many prioritization options for call information which may allow BOEC to specifically refer and dispatch Portland Street Response based on specific criteria set in the ProQA software. Based on industry practices, we recommend that BOEC first reach operational compliance with ProQA before it is utilized to alter current fire or medical responses to dispatch Portland Street Response.

Q: Portland Street Response will be connected to the Police dispatch system, but not Fire. How will Portland Street Response receive a dispatch that may have traditionally come through for Fire, but will now be dispatched to Portland Street Response?

A: If Fire needs Portland Street Response to respond, the Fire dispatcher would send a “PSR” coded call to the Portland Street Response dispatcher.

Q: Portland Street Response can also self-dispatch. How will that work and how will it get recorded by BOEC?

A: We recommend that Portland Street Response self-dispatch either by voice or mobile data computer. If by voice, the dispatcher will create a call. If by mobile data computer, the computer creates a computer aided dispatch call. We anticipate that the computer in the vehicle will mirror what is currently in Fire vehicles.

Q: How will Portland Street Response dispatch Police or Fire if their assistance is needed?

A: The Portland Street Response dispatcher will coordinate that request either on the same talkgroup or coordinate with the Fire dispatcher.

Q: How will BOEC decide to dispatch to Project Respond vs Portland Street Response?

A: Project Respond will continue to co-respond when PPB requests assistance. Portland Street Response will be dispatched by BOEC as a first responder when the criteria outlined in Appendix A is met.

● 2. PILOT LOCATION

Q: What areas of town should Portland Street Response conduct a pilot?

A: Portland Street Response will operate the pilot in Fire Management Area (FMA) 11 which is in the Lents neighborhood.

Q: Does Portland Street Response operate out of a station? Leased location? Always mobile?

A: The Fire Emergency Medical Services Specialist will be based out of Fire Station 1 in downtown, and Fire will provide the vans. The team will remain mobile.

● 3. PILOT START DATE AND DURATION

Q: When can Portland Street Response feasibly initiate its pilot?

A: The pilot will begin as soon as Council approves the report, but the vans won't hit the street until spring of 2020 in order to accommodate hiring, contracting, training, uniforms, etc.

Q: How long should Portland Street Response anticipate running a pilot program?

A: One year.

● 4. PORTLAND STREET RESPONSE SHIFTS

Q: Will Portland Street Response operate on a 24/7 basis or less? Will this differ in the pilot vs long term?

A: Portland Street Response will run Monday – Friday from 10am to 6pm. The long-term goal is for the program to run on a 24/7 basis. Appendix C shows Fire call volumes by day of the week and time of day. This information was used to inform the proposed shift recommendation which correlates with some of the busiest times of day. Please note that this may change as the pilot moves forward.

● 5. PORTLAND STREET RESPONSE STAFFING

Q: Who will serve on the Portland Street Response team?

A: Portland Street Response will respond in two person teams. The first team will be staffed with an Emergency Medical Services Specialist currently employed in Portland Fire and Rescue and a contracted Crisis Worker. Future teams will consist of an Emergency Medical Responder with a background in crisis work, and either a Crisis Worker or Peer Support Specialist. While the program would be housed in Portland Fire and Rescue, there is no intention to require employees of this program to be fully trained fire fighters.

● 6. PORTLAND STREET RESPONSE INCIDENT TRACKING

Q: Will Portland Street Response use its internal Fire Incident System (FIS) to chart incident reports?

A: Yes, at this time we anticipate creating a customized incident form in Fire's incident system.

Q: Meds is a software currently in use by AMR, who provides ambulance services in Portland, and currently being implemented by Portland Fire and Rescue. Will Portland Street Response use Meds to file electronic medical reports?

A: Unsure. If yes, we will have AMR create a simplified form for EMR staff.

● 7. PORTLAND STREET RESPONSE REFERRALS

Q: How will Portland Street Response make referrals for wrap-around services?

A: Portland Street Response will utilize the Street Roots resource booklets, provide transports to referral agencies, and will utilize the Unite Us app funded through Kaiser Permanente. Unite Us is a social care coordination platform where providers across sectors can send and receive referrals.



Q: Will Portland Street Response hand off cases to Project Respond, CHIERS, and Portland Street Medicine for follow-up?

A: Yes. Appendix D provides a high-level process/systems map that was created by PF&R in response to the System Alignment and Mapping work group's Executive Summary. Appendix D covers three areas:

- ✎ **Process map:** Chronological steps of the process from dispatch to closing the case for all Portland Street Response calls
- ✎ **Decision points:** Decisions that will be considered along each step of the process by either BOEC or Portland Street Response that may result in collaborating with another organization or City agency.
- ✎ **Community organization and City agency intersections:** Specific points in the process at which Portland Street Response will co-respond, collaborate, or hand off cases to various community organizations and/or City agencies.

PF&R is currently reviewing Appendix D with the Chairs of the System Alignment and Mapping work group and anticipates a deeper look at these intersections.

● 8. PORTLAND STREET RESPONSE PROTOCOLS AND POLICIES

Q: What protocols and policies are being prepared for the pilot?

A:

- ✎ Safety protocols
- ✎ When to dispatch to Police, Fire, or AMR
- ✎ Training policies or protocols
- ✎ Making referrals and connections with outside community organizations
- ✎ When Portland Street Response will transport people
- ✎ What food and supplies Portland Street Response will provide
- ✎ How Portland Street Response will help store belongings if an individual requests transport and they are unable to bring all of their belongings

■ Cost Analysis

● 1. PORTLAND STREET RESPONSE PROGRAM COSTS

- ✎ Vehicle(s), maintenance, insurance and gas
- ✎ Mobile Data Computer, radios, and Computer Aided Dispatch System
- ✎ Uniforms
- ✎ Food, water, first aid supplies
- ✎ Branded materials (e.g. business cards, educational brochures, etc.)

● 2. PORTLAND STREET RESPONSE PERSONNEL

- Staff salary and benefits
- Training

■ Pilot and Go Live Activities & Decisions

● 1. BOEC (Bureau of Emergency Communications)

Q: When will BOEC be prepared to feasibly initiate a pilot given the changes required to their process and system?

A: Any time, but it will take 45 days from start to finish to train employees.

● 2. HARDWARE ASSESSMENT

Q: Will the Portland Street Response team need iPads, Mobile Data Computers (MDC), radios, or any other hardware to complete their work? If so, how many for the pilot vs the full rollout?

A: The Portland Street Response team will need 2 iPads, 1 MDC, and 1 radio. The pilot will help us determine how many are needed for future rollouts.

● 3. TRAINING

Q: What kind of training will Portland Street Response receive and how soon should training begin prior to the pilot?

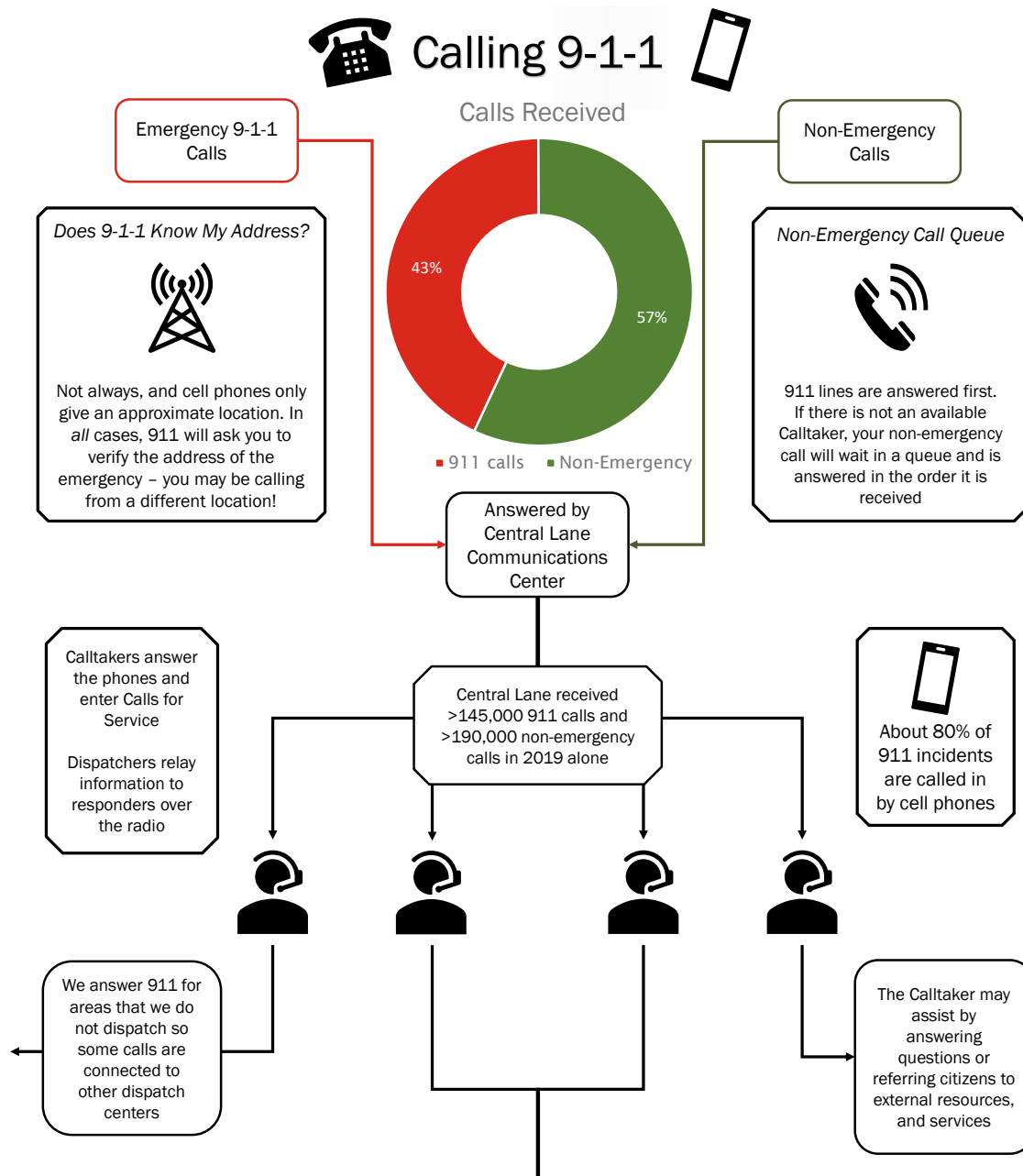
A: We are currently considering contracting with the White Bird Clinic to assist with training, but Portland Fire and Rescue will also put together a training that address the technical aspects of first response (e.g., radios, MDCs, etc.), and any training needed for the Emergency Medical Responder position such as CPR, Stop the Bleed, and wound care.

● 4. APPARATUS

- Outfit Community Health Assessment Team van with a mobile data computer
- Add Portland Street Response decals to the van



INFOGRAPHIC FROM EUGENE, OREGON 911 SERVICE ON HOW CALLS ARE DIRECTED TO CAHOOTS



In an emergency, the Calltaker will enter a Call For Service for the Dispatcher. From there, we have a variety of resources depending on the nature of the emergency



Police



Fire



EMS

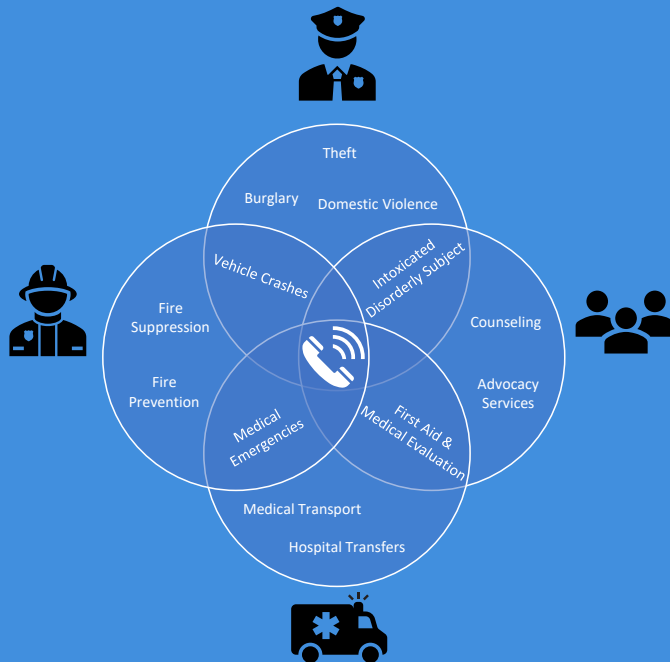


CAHOOTS

Central Lane 911 dispatches for Eugene Police, CAHOOTS, and more than a dozen local Fire & EMS response agencies. We also transfer 911 calls to a variety of local agencies that we answer for.

CAHOOTS (Crisis Assistance Helping Out On The Streets) is a local crisis intervention team, the result of a partnership between local community clinic White Bird & Eugene Police which has served Eugene for over 30 years.

Every emergency is unique, and our Calltakers are trained to get the right resources to the right place at the right time. Some situations only require one resource, some will require two – or all of them!



What resources we send is outlined by department policy but is informed by the knowledge, training and experience of our dispatchers. Dispatchers must consider public and responder safety, the presence of weapons, elements of criminal activity, and the needs of the citizens for every emergency.

Crisis response teams cannot completely replace the functions of the police, much the same way that the police could not be expected to replace the functions of the fire department. Instead they all bring training, knowledge and expertise to help during an emergency.