



## CITY OF BEVERLY HILLS STAFF REPORT

**Meeting Date:** September 27, 2011  
**To:** Honorable Mayor & City Council  
**From:** Mark Embrey, Deputy Fire Chief  
**Subject:** Safety -Training Officer Position Reinstatement  
**Attachments:** 1): Excerpts from the Citygate "Organizational and Management Analysis and Strategic Plan for the City of Beverly Hills Fire Department"  
2): Section 3 – "Safety and Training" from the Fire Department Strategic Plan  
3) Document: Duties and Responsibilities of the Fire Department Safety-Training Officer

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### **INTRODUCTION**

This Report is intended to inform the Council of the Fire Department's intent to reinstate the Safety-Training Officer position, as recommended in the Citygate Associates' "Organizational and Management Analysis and Strategic Plan for the City of Beverly Hills Fire Department" presented to Council in November 2010. This crucial position, which was de-funded in July 2009, due to budget cuts, will be refilled within the existing department budget, augmented by savings from a position reclassification in the Fire Prevention Bureau.

### **DEFINITIONS:** Acronyms used throughout the report and attachments

1. **NFPA** The National Fire Protection Association – the organization that develops, publishes and disseminates nationally recognized consensus codes and "standards" for fire prevention, fire protection and fire suppression. These standards cover staffing, equipment, operational procedures, training requirements and safety.
2. **OSHA** Occupational Safety and Health Administration of the United States Department of Labor – Issues and enforces standards for workplace safety and health
3. **Cal/OSHA** The California Occupational Safety and Health Program, administered by the Department of Industrial Relations, it regulates all public and private sector places of employment in the state (with the exception of federal employees).

## **BACKGROUND**

The City of Beverly Hills Fire Department established the Training Officer position as a full-time dedicated training coordinator in 1980, following a recommendation from an Insurance Services Office (ISO) survey of the Department in the late 1970's. The ISO report concluded that mandated training requirements and industry standards were becoming more rigorous, and that coordination, standardization and record keeping for Fire Service training required a dedicated full-time officer. A new position was created and a Fire Captain was assigned as "Training Officer". He was also detailed to organize and chair the Department's Safety Committee and routinely acted as Safety Officer at large-scale fires and other emergencies.

In the late 1990's, the Fire Service recognized that OSHA's respiratory health standards also applied to their profession. The concept of "Two in, Two out" became a recognized safety standard, and OSHA developed new rules regarding firefighter safety and the establishment of standing rescue teams at fire scenes. From this, an entirely new area of safety training emerged.

In response to the tragic events of 9/11/2001, the newly established Department of Homeland Security developed new training and standards for Terrorism awareness and response, accompanied by Federal grants for the training and new equipment for response to Terrorist incidents and detection of associated hazards termed CBRNE (for Chemical, Biological, Radiological, Nuclear and Explosives). Additional training programs, requirements, record keeping and grant management were added to the Training Officer's duties. After 9/11/2001, it was recognized that the complexity and scope of the Training Officer's responsibilities had expanded tremendously, and that the position had to "manage" multiple programs while coordinating with multiple area and regional training agencies, and also deal with multiple State and Federal grant programs. The position exceeded the qualifications, training, and authority required at a supervisor's (Captain) level and required management (Battalion Chief) level skills, training and authority.

In 2006, as part of a larger reorganization of the Fire Department's administration and management, the Training Officer was finally upgraded to a management position. The managerial level of complexity, and the responsibility for numerous programs for this division was recognized and given a management level officer. Fire Chief Tim Scranton was the last Fire Captain -Training Officer and can personally attest to the challenges and complexity that the position presented.

Due to worsening economic conditions during the Recession of 2007-09, there were significant cuts made to all departments' budgets in FY 2009-10. The Fire Department's direction was to make dramatic cuts without affecting service levels to the community. The only area for large cuts that wouldn't immediately affect service levels to the public were management and administrative positions. Two chief officers decided to retire and a third died unexpectedly, leaving three high-cost positions vacant – one being the Training Officer. Along with the elimination of the CPR Coordinator position, these vacancies allowed the department to reach its mandated budget reduction goal.

The Fire Department made it very clear to the City Manager that the cuts made were not sustainable long term and that service and safety would ultimately degrade over time. An "Organizational and Management Analysis" of the Beverly Hills Fire Department, conducted by Citygate Associates, was commissioned by the City Manager's Office and delivered to the City Council in November of 2010. This comprehensive study (excerpted in Attachment 1) reinforced the need to restore the Training Officer position as soon as possible. It went so far as to recommend short-term solutions, utilizing existing staffing, in an attempt to maintain some level of training and program continuation.

## **DISCUSSION**

Firefighting, and the All-Risk Emergency Response services provided by the Fire Department are varied and require a broad spectrum of training and competencies with tools and equipment. Per the City gate report, it requires a vast array of Knowledge, Skills, and Abilities (KSAs). A study referenced by Citygate in their report (Attachment 1), found that firefighters have over 200 essential KSAs and captain paramedics have over 500. By comparison, most government employees are required to have about 100 KSAs. As for the firefighters: "Many of the KSAs are very complex and performed under extremes of emergency stress." The only way to teach and maintain these numerous vital skills is through a well-managed and thorough Training Program. Quoting from the Citygate Study:

*"The issue is that there is no ongoing programmatic approach to ensure that current best practices in safety and training are taught, practiced and instilled in the daily operations of the Fire Department. This takes leadership devoted to that assignment. Simply stated, the headquarters staff is too thinly spread. Without a dedicated training/safety officer any expectation of success in that function will be more by chance than design."*

Citygate stated, in their opinion, that the Fire Department was well-trained up to the point of the elimination of the Training Officer position, approximately a year before the study concluded, Citygate recognized that Fire personnel would "... probably retain enough residual knowledge, skills and abilities to continue for a while into the future", but begin to degrade to the point that emergency service performance would degrade as those KSAs degraded.

Safety and Risk Management programs were a related, high-priority area that the Training Officer – more properly titled "Safety-Training Officer" – handled, that Citygate cited as vital and inadequately managed in this position's absence. The Safety Training Officer is needed to ensure adequate training, compliance and reporting occur to meet the mandates of Cal-OSHA and the numerous NFPA standards relating to firefighter safety and training.

Beverly Hills Fire's Insurance Services Office (ISO) Class 1 rating is exceptional for a department of its size and reflects the excellence that the community expects of its fire department. There are also economic benefits in terms of lower fire insurance premiums and the overall reputation of excellence in public safety that helps attract residents, businesses and visitors.

Recognizing the severe budgetary constraints that the City was facing at that time, the Citygate study recommended an interim solution, utilizing the Engine 5 Captain from each shift to attempt to coordinate, deliver and record training for their shift, assisting as much as his or her skills permitted. One of the shift Battalion Chiefs was assigned to provide some management oversight overall. This recommendation was followed up with the following recommendation:

*"While using E5 Captains is an interim solution, a permanent training officer solution is needed as soon as possible to provide coordination and leadership across all three shifts. By FY12/13, fund a 40-hour battalion chief (or similar position) as the Training*

*Officer for the training program to meet the regulatory and safety needs of the Department."*

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Another recommendation included in the Citygate study was to replace the current Fire Captain-Deputy Fire Marshal position with a civilian employee upon retirement of the incumbent. Due to the earlier-than-anticipated retirement of that officer, the Department could replace him with a qualified civilian at an annual savings of approximately \$80,000.00. This is consistent with the Department's strategy to civilianize administrative positions that can be converted, without affecting service levels or operational efficiency, in order to decrease overall costs. The labor group (BHFA) has agreed not to challenge the reclassification of this position to civilian, as long as the City is committed to restoring the Safety-Training position as a sworn Battalion Chief position. In their view, there would be no net loss of sworn and the absolutely critical Safety-Training Battalion Chief position would be restored, in the best interests of members and the Department overall.

The salary and benefits savings from reclassifying the Deputy Fire Marshal to civilian, along with budgeted salary for the position are adequate to fund the position for the remainder of the fiscal year, if the position is restored as of January 1, 2012. The further challenge was to identify funding for the full fiscal year 2012-13. We requested that the Assistant Director of Administrative Services-Finance, Noel Marquis, conduct a trend analysis of Fire Department year-end surpluses in salaries and overtime, in order to determine if there was at least \$100,000.00 consistently available for reprogramming toward the balance of the Safety Training Officer position in future fiscal years. It was his opinion that was the case.

#### **FISCAL IMPACT**

There will be no additional funding required to staff the Safety-Training Officer position for the remainder of the current fiscal year or in future years, based on current salary and overtime budgeted. As discussed, the partial position funding of \$100,000.00, added in the current fiscal year, plus the remaining portion of the \$80,000.00 savings from position reclassification of the Deputy Fire Marshal position, will fund the Safety-Training battalion Chief position for one-half of the current Fiscal Year, beginning January 1, 2012. The additional \$90,000.00 to \$100,000.00 (depending on potential CalPERS and ISF increases) required to complete the total compensation cost of the position beginning in Fiscal Year 2012-13 will be re-programmed from surplus salary funding, or overtime surplus as required.

#### **RECOMMENDATION**

Unless directed otherwise by the City Council, the Fire Department will coordinate with Administrative Services on reinstatement of the position in the budget an initiating the recruitment process for the Safety-Training Officer and the civilian Deputy Fire Marshal (recently vacated by retirement). Fire Department management believes that Policy and Management as well as the majority of the City Council understand the vital need for restoration of the Safety-Training Officer. Partial funding for this position was included in the current fiscal year budget also, showing, we believe a resolve to restore the position amid continued financial constraints. We took the challenge to find the additional funding necessary to restore the position as early as possible, with continuous funding beginning the ensuing fiscal year of 2012-13, per Citygate's recommended timetable.

Timothy J. Scranton  
Approved By

*MJE*  
*FOR: TJS*

# **Attachment 1**

## **Safety-Training Officer:**

### **Excerpts from the Citygate “Organizational and Management Study of the Beverly Hills Fire Department”**

#### **Challenge 2: Headquarters Program Functions**

A fire department Beverly Hills’ size needs to have a management team that is the proper size and adequately trained and supported. There are increasing regulations to be considered in operating fire services, and the proper hiring, training and supervision of line employees requires an equally serious commitment to leadership and general management functions.

The organization chart shows an organization that does not currently meet the needs of a department the size of Beverly Hills. Due to the fiscal pressures on the City, there has been an appropriate and greater emphasis on staffing fire companies to provide emergency response. This resulted in reductions in the headquarters team needed to coordinate and lead the organization. These reductions are not sustainable for very much longer. The recommendations in this study acknowledge economic constraints by re-structuring current staffing to meet critical needs in administration for a finite period of time. Other recommendations are for temporary staffing funds to support high value programs already underway.

Citygate understands the City’s fiscal situation and only finds the headquarters functions *critically* insufficient in Training and Office Support Positions. However, the following findings and recommendations provide a road map from which to request additional resources as the City finds the ability to provide them. When all the following recommendations are implemented, the Department’s headquarters staff will be the appropriate size for Beverly Hills.

**Finding #13:** The Department lacks a Safety and Training Officer and centralized focus on training and safety. Since the Department had a robust training program up until a little over a year ago, the personnel probably retain enough residual knowledge, skills and abilities to continue for a while into the future. However, at some point the same knowledge, skills and abilities will begin to degrade and emergency service performance will degrade with it. Without a designated Safety and Training Officer, the training/safety programs will not be able to succeed or meet best practice recommendations, or essential requirements on the fire service by CAL OSHA.

- ◆ Restore a 1.0 Training Officer position at the level of Battalion Chief (or an equivalent position).

#### **1.6 Regulation Affecting the Fire Service**

In addition to restrictions on local government finance, there have been a number of new state and federal laws, regulations, and court cases over the last decade that limit the flexibility of

cities in determining their staffing levels, training, and methods of operation. These are given an abbreviated overview below:

1. 1999 OSHA Staffing Policies – Federal OSHA applied the confined space safety regulations for work inside tanks and underground spaces to America’s firefighters. This requires in atmospheres that are “IDLH” (Immediately Dangerous to Life and Health) that there be teams of two inside and two outside in constant communication, and with the outside pair equipped and ready to rescue the inside pair. This situation occurs in building fires where the fire and smoke conditions are serious enough to require the wearing of self-contained breathing apparatus (SCBA). This is commonly called the “2-in/2-out” policy. This policy requires that firefighters enter serious building fires in teams of two, while two more firefighters are outside and immediately ready to rescue them should trouble arise.

While under OSHA policy one of the outside “two-out” personnel can also be the incident commander (typically a chief officer) or fire apparatus operator, this person must be fully suited-up in protective clothing, have a breathing apparatus donned except for the face piece, meet all physical requirements to enter IDLH atmospheres and thus be ready to immediately help with the rescue of interior firefighters in trouble. However, given these stipulations and the operating complications they cause, the four-city automatic aid partnership to which Beverly Hills belongs does not recognize the incident commander as one of the “two out” personnel, since to send the incident commander inside to perform a firefighter rescue means the incident totally loses command and control, generating more safety problems.

2. May 2001 National Staffing Guidelines – The National Fire Protection Association (NFPA) Standard on Career Fire Service Deployment was issued seven years ago. While *advisory* to local governments, as it starts to become locally adopted and used, it develops momentum, forcing adoption by neighboring communities. NFPA 1710 calls for four-person fire crew staffing, arriving on one or two apparatus as a “company.” The initial attack crew should arrive at the emergency within four minutes travel time, 90 percent of the time, and the total effective response force (first alarm assignment) shall arrive within eight minutes travel time, 90 percent of the time. These guidelines will be explained and compared to Beverly Hills in the deployment measures section of this document.
3. The on-scene Incident Commanders (Battalion Chiefs) at Hazardous Materials Incidents must have certification compliant with NFPA 472, Standard for Emergency Response to Hazardous Materials Incidents. This is also now an OSHA requirement.
4. CAL OSHA Requirements – Among the elements required is a safety orientation for new employees, a hazard communications system for employees to communicate hazards to supervisors, the CAL-OSHA process for post injury reviews, the required annual report of injuries, and a standard for safety work plans. Employers have many different responsibilities under the Occupational Safety and Health Act of 1970 and the Code of

Federal Regulations (CFR). Initially OSHA focused its efforts on the private sector; more recently, it has turned its attention to the public sector and specifically the fire service.

While Beverly Hills is a Class One Fire Department for field deployment, it is struggling to fund essential headquarters and logistics needs given budget reductions. Citygate found, and will discuss in depth in the next sections needs to be addressed in four major themes – training/safety, fire prevention staffing to all risk types, office support positions and technology support.

### **3.1.1 Management Team Organization and Duties**

National Fire Protection Association (NFPA) Recommended Standard 1201 – *Standard for Providing Emergency Services to the Public* states in part, “the [department] shall have a leader and organizational structure that facilitates efficient and effective management of its resources to carry out its mandate as required [in its mission statement].

A fire department Beverly Hills’ size needs to have a management team that is the proper size, and adequately trained and supported. There are increasing regulations to be dealt with in operating fire services, and the proper hiring, training and supervision of line employees requires an equally serious commitment to leadership and general management functions.

The organization chart shows an organization that is barely sufficient to meet the needs of a department the size of Beverly Hills’.

One of the difficulties in analyzing the non-deployment programs at Beverly Hills Fire Department is the lack of headquarters staff to oversee the programs. The Training Program is a case in point. Much of what firefighters do on emergencies falls into the relatively routine category; the routine training programs such as Continuing Education for paramedics along with the Quality Improvement program addresses this need. As long as everything goes well, there is no need for any specialized training. It is when the High Risk-Low Frequency, No-Decision - Time incident comes along that the routine training is not sufficient. The after action findings of the tragic furniture store fire in Charleston, South Carolina where nine firefighters lost their lives bear this out, along with sadly multiple wildland firefighter fatalities.

Adequate, supervised, verified training is needed to prevent these types of tragedies, which have enormous long-term emotional and fiscal impacts on not only the firefighters and their families, but the agency and the community as well. Charleston had to completely replace its fire department executive leadership, bring in an outside training and leadership team and totally revamp its entire training and incident management processes. Had Charleston maintained currency with the best practices of the fire service and required standardized, verifiable, ongoing, and realistic training, it is likely those nine firefighters would be alive today and firefighting in Charleston would be business as usual.

Having said that, it is critical to remember that Beverly Hills’ firefighters are neither cavalier nor casual about the way they conduct themselves during emergencies. They have good basic

training; many come from other departments with ongoing training programs and bring what they learned elsewhere with them. Beverly Hills' firefighters attend some ongoing training courses. That is not the issue.

The issue is that there is no ongoing programmatic approach to ensure that current best practices in safety and training are taught, practiced and instilled in the daily operations of the Fire Department. This takes leadership devoted to that assignment. Simply stated, the headquarters staff is too thinly spread. Without a dedicated training/safety officer any expectation of success in that function will be more by chance than design.

### **3.2 Training and Safety Administration**

Robust training programs teach and reinforce the safety practices of firefighters, and coupled with vigorous safety and health programs, communities find many benefits including:

- ◆ Lower injury rates followed on by lower workers compensation costs.
- ◆ Reduced vicarious liability for injuries and property damage due to errors in practice.
- ◆ More efficient procedures, more effective use of resources, reduced damage to apparatus and equipment.

Due to budget reductions, the Department eliminated the Training Chief position. Citygate did not find a pattern of firefighters discounting the value of training; however, given the lack of oversight, program planning and management, the training program has and will continue to decay. It is like deferred maintenance: the longer this issue is ignored, the greater will be the cost of the repair work that has been deferred.

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While some training does occur and performance currently reflects well on what was learned in the past, there is no organized training program in the Beverly Hills Fire Department. When the training officer position was abolished in a cost saving effort in July 2009, the responsibilities for that position fell onto the shoulders of the Deputy Chief of Operations. This chief, also due to budget reductions, had to assume the responsibilities of the Administrative Division Deputy Chief and what was left of those subordinate responsibilities.

The Training Officer up until July 2009 was an Acting Battalion Chief who prepared drill schedules for the entire 2009 calendar year. Since December 2009, no drill schedules have been published.

Level I Command and Management Courses, focused on the development of fire captains, have been scheduled and presented. This is due to the efforts of the Fire Marshal. Before the training budget was reduced, the Department encouraged captains to attend one outside, state certified Level II Command or Management Course each year. These courses focus on the

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development of Chief Officers. Captains can still attend, but on their own time with reimbursement for expenses.

Beverly Hills Fire Department has begun to address the issues of career development at the Captain and Chief Officer level with the Acting Captain Program and Task Book and the Acting BC program and Task Book. These are well considered programs, but they currently have no training officer to administer them.

The EMS Coordinator still provides required emergency medical training and quality assurance for the Department.

Although Citygate did not observe drills being conducted, the Captains (company officers) are conducting drills at the stations to maintain skill levels. But the topics are not organized, given priority and delivered consistently Department-wide. Citygate observed training being conducted in the Department's classroom; although we did not evaluate the training for content or quality.

In the mid 1990's, a study conducted for a major fire department of the knowledge, skills and abilities (KSAs) required of a firefighter found that a firefighter has over 200 essential KSAs while a captain paramedic has over 500 essential KSAs. The group conducting the study stated that by comparison, most government employees are required to have about 100 knowledge, skills and abilities. Many of these KSAs are very complex and performed under extremes of emergency stress.

The other significant weakness is lack of a training facility. Although the Department has an excellent classroom in Station #1, they have no adequate drill site or any place to conduct live fire training. Hose and ladder drills have to occur on "borrowed" public and private property. Live fire training and auto or technical rescue skills have to be done outside the City. The Department has an agreement allowing them to use the fire training center in Culver City, but Beverly Hills is typically limited to one company at a time, sent on-duty, to that facility. Any multi-company drills at that site would require significant hire-back overtime expense, which is not currently available.

**Recommendation #4: Training Program:** The Department and the City need to work together to reinvigorate a robust and effective training program. That program should include the following four major components:

- 4.1** Regularly scheduled drills where firefighters practice the essential knowledge, skills and abilities they need to do their jobs safely and effectively. This drill schedule needs to include in-station practice on the apparatus, tools and equipment they use; practice at a training facility coordinating with other companies; and a walk-through of major facilities, especially of the hospitality industry so essential to Beverly Hills' reputation as a high-class destination.

- 4.2 Career development training where firefighters develop the mental knowledge, skills and abilities associated with advancement as driver/ operators, company officers, chief officers and, finally, fire chiefs. This is achieved through a combination of fire service training courses at each level and higher education available through community colleges and universities.
- 4.3 Specialized training for firefighters assigned as paramedics, prevention officers, hazardous materials responders and technical rescuers. Training in much of this arena is governed by statute and cannot be ignored for very long or the Department could find itself out of compliance with statutes while it is attending to these emergencies. This is also a training arena that is constantly evolving as new techniques, new equipment and tools, and new challenges are addressed.
- 4.4 Mentoring for firefighters by seniors in the Department to ensure their development in those areas where training is needed but not a formal program. The International Association of Fire Chiefs, in their Officer Development Handbook, calls it "the pursuit of the planned, progressive life-long process of education, training, self-development and experience."
- 4.5 Revise and adopt as much of the 2010 Strategic Plan Safety/Training plan elements as possible under the current climate. This will provide a basis for moving forward by adoption of best practice standards.
- 4.6 The Department and City need to plan for at least a small and in the City training site where there is the paved space, secured, with lighting and fire hydrants for hands-on training. High risk and live fire training can continue to be done at the Culver City site. Overtime will have to be budgeted when out-of-town training requires multiple Beverly Hills crews to attend.

**Recommendation #5:** **Training Officer:** On an interim basis, assign the Training Officer (up to 2 years, given the fiscal climate) *management* function to one of the shift battalion chiefs. Then, assign the Engine #5 Captain during the workday to provide coordination, some delivery and verification reporting of training to each duty platoon. The battalion chief's duties would be to lead the program, determine departmental training needs, set overall schedules with the captains and attend regional training officer meetings.

Each platoon's Training Officer (E5 Captain) will ensure that each shift is as fully engaged in training as possible and fulfills the integrated Department-wide plan. This includes providing shift leadership to ensure that training and drills are scheduled, completed and recorded, and that assistance with the training is provided as much as his or her skills permit. Currently, the E5 Captain is assigned to coordinate daily shift scheduling. This would be transferred to the duty Battalion Chief's Aid/Scene Safety Officer.

**5.1** While using E5 Captains is an interim solution, a permanent training officer solution is needed as soon as possible to provide coordination and leadership across all three shifts. By FY12/13, fund a 40-hour battalion chief (or similar position) as the Training Officer for the training program to meet the regulatory and safety needs of the Department. The Training Officer position could also be a rotation assignment every 3 years to/from another position for career development. Below is a partial list of best practice recommendations for a training program and training officer:

- ◆ NFPA 1201 *Standard for Providing Emergency Services to the Public* recommends in Section 4.11.3: "A training officer shall be designated and responsible for supervising the work of the organization personnel assigned as instructors or assistants. The training officer leader shall meet the requirements of applicable professional qualification standards."
- ◆ NFPA 1500 *Standard for Fire Department Occupational Safety and Health Program* in Section 4.7 recommends the appointment of a departmental Safety Officer who meets the applicable qualifications and has authority to administer the programs.
- ◆ NFPA 1041 *Standard for Fire Service Instructor Professional Qualifications* describes the competencies of the fire service instructor. This standard provides the fire department training program with three levels of progressive development: Instructor I, II, and III. Each of these levels outlines the requirements for managing the training program, developing instructors and instructional material and evaluating and testing personnel. This is essential for a robust training program.

The training officer needs to be familiar with a number of NFPA Standards as well as ISO, CAL OSHA and other requirements that address training. On an interim basis, a chief officer with some other duties can handle this, but for a department the size and complexity of Beverly Hills', this is more than a part-time job.

The job of a firefighter is extremely complex and the tasks they perform must be delivered correctly every time. This is particularly critical for those tasks that are very hazardous, do not occur very often, and for which there is no decision time. Training in the fire service has two parts: vocational training, which teaches the skill sets necessary to do the "hands-on" type work that firefighters do, and education, which teaches the knowledge necessary to do the "mental" work that firefighters do.

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An effective training program is the keystone to effective emergency response. During emergency operations, time is always of essence and an effective training program can mean the difference between a fire contained to the area of origin and one that causes great damage or the difference between effective CPR that starts on time and a patient who dies. The NFPA and Federal and CAL OSHA have many recommended standards that cover the training arena. As an abbreviated overview:

- ◆ NFPA 1001 *Standard for Fire Fighter Professional Qualifications.*
- ◆ NFPA 1002 *Standard for Fire Apparatus Driver Operator/Professional Qualifications.*
- ◆ NFPA 1006 *Standard for Rescue Technician Professional Qualifications.*
- ◆ NFPA 1021 *Standard for Fire Officer Professional Qualifications*—This standard covers the four levels of fire officer progression; Fire Officer I, Fire Officer II, Fire Officer III, and Fire Officer IV. The International Association of Fire Chiefs developed the Officer Development Handbook, which coordinates Fire Officer I with Supervising Fire Officer; Fire Officer II with Managing Fire Officer; Fire Officer III with Administrative Fire Officer; and Fire Officer IV with Executive Fire Officer. Each of these four levels of Officer development has a complete training, education, experience, and self-development component. This handbook endorses Fire and Emergency Services Higher Education, the national model of training and education development.
- ◆ NFPA 1031 *Standard for Professional Qualifications for Fire Inspector and Plan Examiner.*
- ◆ NFPA 1401 *Recommended Practice for Fire Service Training Reports and Records.*
- ◆ NFPA 1403 *Standard on Live Fire Training Evolutions.*
- ◆ NFPA 1404 *Standard for Fire Service Respiratory Protection Training.*
- ◆ OSHA *requirements in the Code of Federal Regulation 29* covering self-contained breathing apparatus.
- ◆ NFPA 1451 *Standard for a Fire Service Vehicle Operations Training Program.*

The issue is whether the Department adheres to these standards by adoption or by reference in training documents. Citygate reviewed the various operations Standard Operating Procedure (SOP) documents provided by the Department and found no reference to these best practices. However, that is not to say that the SOPs are poorly written or do not meet the general conditions normally found in compliant documents. They are clearly written and appear to be similar to SOPs in use throughout the fire service.

The City should strive to continue funding for participation in training programs that are sponsored by the Office of State Fire Marshal and /or the National Fire Academy to ensure that

departments are receiving top quality certified training that keeps them current with the state of the art. Within the parameters of its limited training budget, Beverly Hills Fire Department has members attending Fire Marshal and National Fire Academy training. This is probably not at near the numbers that would be desirable, but it is evidence of a commitment to training.

Another large coordination job for a training officer is to maintain and coordinate the Department's new and best practice succession plan. Someone has to publish and advertise training opportunities, schedule evaluations and training and assign mentors. A healthy succession plan does not happen by accident, or on its own.

### **3.5.2 Safety and Risk Management Programs**

Firefighting and emergency medical service is a risky business. The goal of the risk management program is to get firefighters home safely at the end of each shift.

Among the necessary elements for a fire department is a safety orientation for new employees, a hazard communications system for employees to communicate hazards to supervisors, the Cal-OSHA process for post injury reviews, the required annual report of injuries, and a standard for safety work plans.

While NFPA has a number of Standards that focus to one degree or another on safety issues, NFPA 1500 *Standard on Fire Department Occupational Safety and Health Program* and NFPA 1501 *Standard for Fire Department Safety Officer* are the umbrella documents and they model the kind of umbrella approach that every fire department should take in regards to the safety and health of firefighters, which in turn, impacts the safety and health of the public they serve.

NFPA 1500 states, "There must be a fundamental behavioral change in how fire fighters and fire departments address fire service occupational safety. In turn, they must continue to educate their members and, most importantly, the administration and citizens to what the hazards are of the fire fighting profession. The utilization and implementation of this standard can go a long way in reducing the staggering statistics involving fire fighter fatalities and injuries, *but only if given the training and resources to do so.*" [Emphasis added]

NFPA 1500's Component Analysis Chart recommends the fire department's risk management plan contain the following elements:

- ◆ Fire department organizational statement
- ◆ Risk management plan
- ◆ Safety and health policy
- ◆ Roles and responsibilities
- ◆ Occupational safety and health committee
- ◆ Record keeping

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- ◆ Incident safety and health officer
- ◆ Laws, codes and standards
- ◆ Training and education
- ◆ Accident prevention
- ◆ Accident investigation, procedures and review
- ◆ Record management and data analysis
- ◆ Apparatus and equipment
- ◆ Facility inspection
- ◆ Health maintenance
- ◆ Liaison
- ◆ Occupational safety and health officer
- ◆ Infection control
- ◆ Critical incident stress management
- ◆ Post-incident analysis.

**Finding #20:** In Beverly Hills safety is mentioned and emphasized throughout the Fire Operations Manual and other operational documents. One means or another covers many of the items listed above. What is missing is a comprehensive approach to fire department safety as envisioned in NFPA 1500 and the accountability reporting measures and tools to verify compliance, which are essential documents should an employee injury occur, especially when CAL OSHA has primary investigatory responsibility.

**Recommendation #16: Safety Program:** Safety Programs are another example of where the lack of a designated Safety and Training Officer is being felt. In Beverly Hills' case, the Safety and Training Officer would have to re-start building an NFPA 1500 compliant program. Many of the pieces are there already and in some instances, it is a matter of organization. It is a daunting task, but an excellent place for the Department to start is with NFPA 1500 Annex B Fire Service Program Occupational Safety and Health Program Worksheet. This twenty-five page document lists every component of a top-notch program and guides the Department through an analysis of

compliance and the steps necessary to achieve compliance where it is lacking. This first step will lead to eventual full compliance.

**Finding #21:** During Citygate's review of the Technical Rescue SOPs, we found occasional reference to best practices, but they are lacking consistent reference to many of the best practices. However, that is not to say that the SOPs are poorly written or do not meet the general conditions normally found in compliant documents. They are clearly written and appear to be similar to SOPs in use throughout the fire service.

**Recommendation #17: USAR SOP Review:** This is another example of where the lack of a designated Safety and Training Officer is being felt. Making sure that operations guidelines meet current best practices and legal requirements is one of the important tasks assigned to Training Officers. As time and resources permit, review the SOPs and compare them with the appropriate best practices. Edit them, as needed to ensure compliance. Notate in the documents that they are compliant with the particular edition of the appropriate best practice. As these best practices are revised and updated, update the Department's SOPs.

# **Attachment 2**

## SECTION 3—SAFETY AND TRAINING

### 3.1 SAFETY AND TRAINING OFFICER ASSIGNMENT

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#### 3.1.1 Strategic Business Modeling

##### *Strategy Description*

Designate or establish a Fire Department Safety and Training Officer. Currently, the Department has no designated Safety and Training Officer.

Best practices state:

NFPA 1500 **Standard for Fire Department Occupational Safety and Health Program** in Section 4.7 recommends the appointment of a departmental Safety Officer who meets the applicable qualifications and has authority to administer the programs.

NFPA 1521 **Standard for Fire Department Safety Officer** outlines the minimum requirements for the positions of health and safety officer and incident safety officer.

NFPA 1201 **Standard for Providing Emergency Services to the Public** recommends in Section 4.11.3: “A training officer shall be designated and responsible for supervising the work of the organization personnel assigned as instructors or assistants. The training officer leader shall meet the requirements of applicable professional qualification standards.”

##### *Major Line(s) of Business*

Emergency response to fires, medical emergencies, vehicle crashes, and other calls for assistance that require rapid response in a high-risk environment with little room for error and no decision time.

##### *Critical Success Indicators*

Due to proper training and adherence to safety standards:

- ◆ All firefighters go home uninjured at the end of each duty shift.
- ◆ Liability exposure is reduced or eliminated.
- ◆ Reduced workers compensation costs.
- ◆ Reduced injury rates.
- ◆ Employee training meets applicable best practices.
- ◆ Training records are current and accurate for any ISO grading.



- ◆ Department meets all applicable CAL OSHA safety and training requirements for fire departments.

***Necessary Strategic Thrusts or Internally Focused Changes***

- ◆ Safety of firefighters and the public is made a top priority by the Department and City.
- ◆ NFPA 1500 is adopted by the City as the normative safety program for the Fire Department.
- ◆ NFPA 1521 is adopted by the Department and the City as the normative standard for the designated safety and health officer.
- ◆ Other applicable NFPA Standards that refer to training and safety are adopted in whole or part, as needed, to ensure that the Fire Department has a robust, but workable safety and training program.

***Organizational Culture Necessary for Success***

All members embrace a safety culture; excellence in performance in all functions is the key to making that happen.

***Does this Revise the Mission Statement?***

It enhances the mission statement and makes it deliverable by lessening the chance for error and or injury.

**3.1.2 Performance Audit**

***Strengths***

Currently some training is occurring at the station level under the guidance of company officers.

This can be done ad hoc, as it is today, with an ever-increasing probability of failure and exposure of the City to liability; or it can be accomplished by someone with program authority who ensures that a proper safety and training program exists.

***Weaknesses***

There is no continuity to the program nor is there any assurance that records are being kept.

In addition to many best practices that departments should follow in safety and training, there are legal mandates that must be followed.



### ***Opportunities***

The current break in the appointment of safety and training officers provides an opportunity to redefine the job.

### ***Threats***

The public shares this risk with the firefighters at every emergency until the nuisance is abated. As long as the safety and training position is vacant, there can be no assurance that an adequately trained fire force meets the interests of the firefighters, their families, the Department, the City and the public.

### **3.1.3 Gap Analysis and Closure**

The gap is the vacant position; the closure is obtained by filling the position with a full-time safety and training officer at the battalion chief level. In the interim, this task should be taken over by one of the shift battalion chiefs and the three Captains on Engine 5.

### **3.1.4 Integrated Action Plan**

#### ***Short Term Plan (3 – 6 months)***

Department to adopt as its guideline NFPA 1500 Standard for Fire Department Occupational Safety and Health Program in whole or part as the normative safety and health standard.

Through discussion and analysis determine if an existing position or positions can accomplish these tasks as a collateral duty or duties.

Through analysis determine what the appropriate civil service position and full-time equivalent is necessary for Safety and Training Officer.

Concurrently develop a list of the support items necessary for this position.

Restore the Safety and Training Battalion Chief Position as soon as budget allows. In the interim, assign duties to an on-shift battalion chief and three captains, one each shift, so that as many programs, records and regulatory compliance as possible can be maintained.

#### ***Intermediate Term Plan (3 months - 1 year)***

Propose through the City Budget process, the designation and/or establishment of the position including the necessary support items such as office space and a vehicle.

Prepare City Council briefing materials for the designation and establishment of the Safety and Training Officer position.



## Attachment 2 – From the Fire Department Strategic Plan

Attend Council meeting(s) when the Safety and Training Officer issue is on the agenda.

Develop briefing materials for the City Council for adoption of NFPA training and safety standards.

Department to adopt, as applicable, NFPA training and safety standards in whole or part as the normative for the Fire Department

### *Long Term Plan (2 - 3 years)*

Following approval of the position, designate and establish the Fire Department Safety and Training Officer.



# **Attachment 3**

## **Safety-Training Officer Responsibilities and Duties**

### **Probationary Firefighter Training Program**

#### **Schedule / establish curriculum for a 3-week vestibule training for probationary firefighters**

- Coordinate with Shift B/Cs and schedule instructors for all modules
- Arrange for off-site training facilities and live-burn days
- Track daily progress/ address any task or training deficiencies

#### **Establish communications with Supervisors for probationary firefighters**

- Meet and confer with each probationer's supervisor
- Update, distribute, collect, and file daily observation reports
- Update, distribute, collect, evaluate and file daily drills (8/month for each)

#### **Ensure continuity of program goals and objectives through shift rotations**

- Probationers rotate shift assignments at 3-month intervals
- Update, distribute, collect, correct and file monthly written tests
- Address any deficiencies noted with supervisors and shift B/Cs

#### **Conduct prescribed periodic testing and manipulative skills evaluations**

- Administer, correct, 6-month and 10-month written tests
- Administer, correct, 6-month and 10-month EMS written & practical evaluations
- Organize and administer 6 and 10-month probationary manipulative evaluations
  - Secure drill site, (CUL, LFD or El Camino tower)
  - Obtain vehicles for extrication evaluation
  - Obtain lumber for ventilation evaluation
  - Gather a team of 4-8 proctors for testing
- Ensure training leave for proctors and candidates as necessary.

#### **Ensure submittal of semi-annual evaluations**

- Send out evaluations to supervisors for completion
- Review supervisors' comments / evaluation forms and submit
- Route completed and signed form plus PA forms to Dept. payroll

### **Departmental In-Service Training Program**

#### **Sets goals and objectives for ongoing department in-service training**

- In collaboration with Department Management
- To meet State and Federal training mandates –OSHA, NIMS, DHS, CICCS
- To meet National Standards for Firefighter safety and Training – NFPA, OSHA
- Publish and distribute training objectives for skills maintenance and for new skills, standards and procedures

## **Safety-Training Officer Responsibilities and Duties**

### **Schedule, coordinate and maintain records for in-service training**

- Establish monthly training classes and drill schedules
- Ensure completion of Personal Performance standards by company
- Schedule and evaluate Engine Company performance standards
  - Set up drill times and secure locations
- Ensure completion of periodic uniform and safety equipment inspections
- Schedule multi-company drills every quarter per shift, one of which must be a night drill.

### **Administer & evaluate training program for suppression and admin personnel**

- Update, recode (Firehouse) and distribute monthly departmental training
- Distribute, collect and file Personal Performance evaluations
- Update and maintain Departmental Performance Standards
- Collect and file annual uniform inspection forms, one per member.

### **Maintain personal personnel training files and certifications**

- File all training records paperwork in secured file cabinet
- Evaluations and tests
- Uniform and PPE inspections

### **Copies of certifications and proofs of completion**

- Maintain training records for OEM – NIMS and SEMS certifications
- Ensure currency of members training and certification
- Schedule any necessary remedial or missed training to ensure compliance

## **Wildland Firefighting – Training and Certification Program**

### **Conduct Ongoing Wildland Fire training to ensure personnel competency and safety**

- Conduct annual refresher training in wildland firefighting tactics and strategy
- Review and train wildland safety gear and fire shelters
- Review fire behavior and standard firefighting orders/ watch-outs

### **Maintain Wildland training records, task books and performance evaluations for certifications**

- Participate in Area “A” California Incident Command Certification System (CICCS) committee.
- Review and evaluate various position “Task Books” for CICCS position certification
- Submit personnel applications and training records for CICCS committee review
- Participate in review process as department designee to CICCS Committee
- Maintain certification records in Incident Qualification System (IQS)
- Coordinate, update records with Area “A” Resource Ordering and Status System (ROSS)

## **Safety-Training Officer Responsibilities and Duties**

### **Outside Training Programs**

#### **Arrange for in-house California Fire Service / State Fire Marshal Training**

- Arrange for certified class and instructor with Mt. San Antonio or Santa Ana College
- Advertise class and reserve training room(s)
- Keep SAC liaisons updated on student rosters. (BHFD limited to 20 seats)
- Schedule 2-4 classes per year, as needed

#### **Arrange all Department sponsored off-site training activities**

- Gather info on class or seminar schedules, costs and pre-requisites
- Research and arrange for travel, lodging & rental car(s) as necessary
- Ensure member has submitted proper proof of insurance if using personal vehicle
- Submit proper forms for tuition and warrants with dept head signatures
- Apply for preapproved per diem to be paid through payroll
- Collect applicable receipts and certifications after course is completed
- Maintain files on all travel vouchers, class info and warrants requested

#### **Escrow paper work for outside classes that are not departmentally sponsored**

- Obtain copies of pre-approved tuition reimbursement forms for degree-related courses
- Obtain copies of pre-approved training reimbursement forms for non-degree related professional training courses
- Maintain files until receipts for payment and proof of course completion are submitted
- Assist members with filing for tuition/training reimbursement with paperwork attached.

### **Community College Average Daily Attendance (ADA) Training Program**

#### **Maintain Records of training hours for all Department personnel**

- Monitor training hour entry for each member through Fire House System
- Notify supervisors and shift managers of training hour deficiencies
- Liaison with El Camino College for training hour reimbursement
  - Submit roster of qualified personnel - Update as needed
  - Submit hours for each reimbursement period via email-(confirm receipt)
  - Draft letter to El Camino College to obtain reimbursement
  - Submit check to Fire Department Finance liaison, retain copies in E-file.

### **Specialized Training Programs and Grant-Funded Training**

#### **Area "A" and Region 1 Training Coordination**

- Meet with LFD, CUL and SMF training officers for collaboration on standard operating procedures and training priorities

## **Safety-Training Officer Responsibilities and Duties**

Coordinate training activities with Area "A" Operations Chiefs  
Attend Regional Training Officer meetings to stay current with regional training priorities  
Cooperate on regional multi-agency drills and training within overtime constraints

### **Conduct Annual USAR Technician Continuing Education Training**

Coordinate inter-agency drill participation with regional and area partners  
Comply with UASI and SHSGP grant requirements for training reimbursement  
Schedule and coordinate annual Confined Space Rescue Training  
Schedule and coordinate bi-annual Trench Rescue Training

### **Conduct Annual HazMat and Weapons of Mass Destruction Training**

Arrange for qualified/certified instructors and set curriculum  
Coordinate manipulative training with Chemical Protective suits and masks  
Coordinate/Update training with all detection equipment for Chemical, Biological and Radiological hazards.

### **Submit anticipated training for UASI and SHSGP grant funding justification**

Submit Training plan and anticipated costs through regional grant representative  
Consider all relevant USAR, TLO, and DHS-ODP off-site training opportunities

### **Schedule Federally-sponsored CBRNE Training through Department of Homeland Security (DHS)**

Liaison with DHS - Office of Domestic Preparedness (ODP) training sites  
Coordinate personnel schedules and DHS training schedules  
Arrange training leave and coordinate grant-funded back-fill reimbursement.  
Make travel and per diem arrangements through ODP sites training coordinators  
Maintain records for grant reimbursement and compliance audits.

### **Conduct Miscellaneous training for each shift.**

Liaison with all three shift BCs and the DC for needed or desired specialized training.  
Schedule as needed each quarter for all three shifts.  
Coordinate and schedule specialized training available from Auto industry and Utilities

### **Schedule training with BHPD**

Force protection for firefighters at scene of terrorist attack/active shooter  
High risk warrant service  
Haz-Mat/WMD training

## **Departmental Training Manual**

### **Development, maintenance and updating of departmental training manual**

Continue development of training manual  
Utilize in-house expertise and subject matter experts  
Coordinate with regional training partners for consistency

## **Safety-Training Officer Responsibilities and Duties**

When practical, migrate training information onto on-line site for broader availability  
[www.beverlyhills.org/services/fire/fire\\_training\\_manual/default.asp](http://www.beverlyhills.org/services/fire/fire_training_manual/default.asp)

### **Succession Planning – Officer Development**

#### **Initiate, follow-up and review Acting Captain Task Books**

Coordinate with Shift B/Cs for training and acting opportunities for interested personnel  
Periodically review progress and coach candidates  
Coordinate Supervisor training opportunities with City Training Coaches

#### **Initiate, follow-up and review Acting Battalion Chief Task Books**

Coordinate with Shift B/Cs for training and acting opportunities for interested captains  
Review progress with captains and B/Cs  
Coordinate testing and approval through the Deputy Chief upon completion of Task Book

#### **Coordinate with/Assist Deputy Chief with Succession Plan Development and Review**

Develop bench strength pool recommendations  
Coach and mentor up and coming supervisors and managers

### **Safety Training and Risk Management Programs**

#### **NFPA 1500 and Cal-OSHA Compliance**

Ensure training programs meet the safety training requirements required by Cal-OSHA  
Work toward compliance with NFPA 1500 standards and associated NFPA codes and standards  
Develop and recommend new/additional training to meet compliance

#### **Organize and Chair Department Safety Committee**

With shift B/Cs assistance, staff the committee on a shift and rank-balanced basis  
Schedule committee meetings for monthly review of injuries and accidents  
Develop recommendations and changes in training or SOPs, based on committee findings  
Recommend discipline, if required for safety violations

#### **Develop program to provide regular Post Incident Analysis of emergency incidents**

Critical analysis of an incident, event or accident to prevent further harm or improve efficiency.  
Develop and publish After Action Reports for:  
    Routine incidents  
    Major incidents  
    Any event involving injury or death