LOS ANGELES FIRE DEPARTMENT

BRIAN L. CUMMINGS
FIRE CHIEF

March 13, 2013

BOARD OF FIRE COMMISSIONERS
FILE NO. **13-040**

TO: Board of Fire Commissioners

FROM: Brian L. Cummings, Fire Chief

SUBJECT: RESTORATION PLAN FOR SWORN POSITIONS

FINAL ACTION:			
	____ Approved	____ Approved w/Corrections	____ Withdrawn
	____ Denied	____ Received & Filed	____ Other

Recommendations: That the Board:

1. Receive this report and transmit to the Mayor and City Council.

Summary: On December 4, 2012, following a presentation by the Los Angeles Fire Department (LAFD) of the impact staff reductions have had on response times, the City Council adopted a Motion (Wesson-Krekorian, et al, C.F. 12-0395-S5) directing the Fire Department, City Administrative Officer, and Chief Legislative Analyst to report to the Public Safety Committee and the Budget and Finance Committee on a one/three/five year plan to fully restore Fire Department service levels.

Provided for the Fire Commission's information is the LAFD's proposal to restore, within the next three fiscal years, 336 sworn field platoon duty positions that were deleted in FY 2011-12:

- FY 2013-14: 60 positions
- FY 2014-15: 138 positions
- FY 2015-16: 138 positions

Conclusion: Re-authorizing these resources would enable the LAFD to improve response times and to meet fire and emergency medical service demands.

Board report prepared by Fire Administrator, Administrative Services Bureau.

Attachment

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FIRE DEPARTMENT

BRIAN L. CUMMINGS
FIRE CHIEF

200 NORTH MAIN STREET
LOS ANGELES, CA 90012

(213) 978-3800
FAX: (213) 978-3815

HTTP://WWW.LAFD.ORG

March 13, 2013

Honorable Antonio R. Villaraigosa
Mayor, City of Los Angeles
Room 303, City Hall

Honorable Members of the City Council
City of Los Angeles
City Hall, Room 395
Attention: City Clerk

RESTORATION PLAN FOR SWORN POSITIONS
(Council File Nos. 12-0395, 12-0395-S5, 12-0395-S6, 12-0431, and 12-0600-S56)

SUMMARY

On December 4, 2012, following a presentation by the Los Angeles Fire Department (LAFD) of the impact staff reductions have had on response times, the City Council adopted a Motion (Wesson-Krekorian, et al; C.F. 12-0395-S5) directing the Fire Department, City Administrative Officer, and Chief Legislative Analyst to report to the Public Safety Committee and the Budget and Finance Committee on a one/three/five year plan to fully restore Fire Department service levels.

In FY 2011-12, 357 sworn Field Platoon Duty authorized positions were deleted from the LAFD Budget. Twenty-one of these positions were restored in FY 2012-13. The LAFD proposes to restore the remaining 336 positions within the next three fiscal years to optimize the deployment of resources to improve response times and to meet fire and emergency medical service demands.

In determining the staffing configuration for the restored positions, the Department would be guided by the results of data analysis of call load by area and incident type, performance metrics on the elements of response time, identification of training needs to improve performance, any changes in population density, and other relevant information to identify the appropriate resources to provide the most cost beneficial and effective level of public safety.

Summarized below are cost estimates for the proposed sworn restorations, Academy Training classes for new hires, and additional positions included in the FY 2013-14 Budget Request to enhance emergency service delivery. These estimates do not include the cost to restore deleted civilian positions (administrative, technical, clerical, skilled, etc.) that would be required to meet the increased staff support workload resulting from augmenting sworn field resources.

Fiscal Year	Restored Positions	Cumulative Estimated Cost (Direct & Indirect)	Additional Positions	Cumulative Estimated Cost (Direct & Indirect)	Cumulative Total
2013-14	60	$12.6M	• 25 Engine Cos. upgraded to ALS • 13 for Training Academy + 140 recruits • 5 sworn + partial year for 12 civilians in Dispatch Center • 4 for Dispatch Quality Improvement Sub-Total	$1.5M $7M (inc. $2.3M for V-staff OT) $2.1M $914,000 $11.5M	$21.8M
2014-15	138	$29.5M + $12.6M = $42.1M	210 Recruits	$3.4M + $11.5M = $14.9 M	$57M
2015-16	138	$29.5M + $42.1M = $71.6M	---	---	**$86.5M** [$71.6M+$14.9M]

RECOMMENDATION

That the City Council note and file this report, and consider the Los Angeles Fire Department's proposal to restore 336 sworn Field Platoon Duty positions within the context of the budget process for FY 2013-14, FY 2014-15 and FY 2015-16.

FISCAL IMPACT

The estimated cost to restore 336 positions is approximately $86.5M (direct and indirect), not including additional civilian support positions and other expenses and costs.

BACKGROUND

LAFD Adopted Budgets and Field Deployment Models

Fiscal Year 2009-10
On May 18, 2009, the City Council adopted a Resolution (C.F. 09-0600-S8) declaring a fiscal emergency due to the sustained national and local economic downturn, and a projected General Fund deficit of approximately $530M for Fiscal Year 2009-10.

The Mayor's FY 2009-10 Proposed Budget identified the need to close the $530M budget gap, and projected deficits of $1B for FY 2010-11 and $1.12B for FY 2011-12. These projections were based on increased salaries, and the combined increase in payments for sworn and civilian pensions in the amount of $572M in FY 2010-11 and $125.2M in FY 2011-12. The FY 2009-10 Adopted Budget addressed the projected deficit through various measures, including a $320M reduction in General Fund salaries through Shared Responsibility and Sacrifice (SRS) to be shouldered by all departments.

The FY 2009-10 LAFD Budget of $505M was reduced by 10% ($56M) from the FY 2008-09 Budget. Approximately $52M of the budget reduction was to be achieved through the sworn SRS which the LAFD addressed by implementing the Modified Coverage Plan (MCP) on August 6, 2009. The MCP periodically closed resources on a rotating basis. Savings were generated through the "pooling" of sworn Field Platoon Duty employees displaced from these resources to fill vacancies due to illness, injury, vacation, holidays, etc., that would otherwise have been filled by off-duty sworn employees working overtime. Savings were also accrued through the closure of the Recruit Training Academy.

In FY 2008-09, daily Field Platoon Duty deployment was comprised of 1,071 positions. With implementation of the MCP, the number of positions was reduced to 976.

Fiscal Year 2010-11
The Fiscal Year 2010-11 LAFD Budget of $495M was a reduction of $10M from FY 2009-10.

To generate savings, the LAFD permanently closed two HazMat squads, and expanded the MCP by closing the following resources on a rotating basis: one Division and one Battalion command teams; four Engine companies; and three Light Force companies.

The expanded MCP reduced the number of daily Field Platoon Duty deployment from 976 positions to 933.

Fiscal Year 2011-12
The Fiscal Year 2011-12 Adopted Budget of $472M, a reduction of $23M from FY 2010-11, included the deletion of 357 Field Platoon Duty regular authorities and implementation of the Deployment Plan (DP) to replace the MCP. No sworn employees were laid off as these resources were continued in the "pool" to fill vacancies due to compensated time off that would otherwise have been filled by off-duty sworn employees working overtime.

The Deployment Plan eliminated the rotating closures, realigned existing resources to meet workload demands, provided greater consistency of command, and minimized fire company continuity issues.

The Deployment Plan increased the number of daily Field Platoon Duty deployment from 933 positions to 947.

Fiscal Year 2012-13
The Fiscal Year 2012-13 LAFD Budget of $513M was increased by $41M over FY 2011-12. Approximately $32M was allocated to the Constant Staffing Overtime Account to address the declining number of "pooled" Field Platoon Duty personnel. The remaining $9M provided funding for, among other things, restorations of an engine company, nine Emergency Medical Service (EMS) Captains, and six variably staffed ambulances.

The restoration of an engine company increased the number of daily Field Platoon Duty deployment positions from 947 to 951.

Attachment 1 summarizes the Field Platoon Duty sworn personnel changes for Fiscal Years 2008-09 through 2012-13. Attachment 2 lists Daily Field Platoon Duty Deployment for the MCP, EMCP, and DP. The table below summarizes the LAFD Adopted Budgets and the authorized Field Platoon Duty positions from FY 2008-09 through FY 2012-13:

Fiscal Year	Adopted Budget	Increase/ Decrease	Authorized Field Platoon Duty Positions	Increase/ Decrease
2008-09	$561M	---	3,213	---
2009-10	$505M	($56M)	3,213	---
2010-11	$495M	($10M)	3,213	---
2011-12	$472M	($23M)	2,856	(357)
2012-13	$513M	$41M	2,877	21

Impact of Staff Reductions on Response Time
There is no national response time standard for emergency incidents. The National Highway Traffic Safety Administration (NHTSA) provides guidelines to states on the minimum components for an emergency medical services program. The NHTSA's National EMS Information System ("NEMSIS", a national effort to standardize and compile data collected by EMS agencies), 2005 Uniform Pre-Hospital Dataset document has no definition for "response time." It includes definitions of various EMS call points in time as data elements (e.g. Call Date/Times for Public Safety Answering Point (911), Dispatch Notified by 911, Unit Notified, Unit En Route, Unit Arrival, Arrival to Patient), to assist local agencies to develop response time performance goals. In addition to the number of available EMS resources, factors such as geography, population density, community expectations, and best patient care are to be considered to determine what constitutes an acceptable local response time. Many agencies use the National Fire Protection Association (NFPA) Standard 1710 as response time interval benchmarks, or goals, to monitor performance.

The NFPA is a non-profit, voluntary association of fire and emergency service organizations that provides and advocates consensus "codes and standards," developed by its membership, for fire departments to use for organizational, deployment, and operational practices and benchmarks.

The NFPA 1710 provides turnout time and travel time objectives for reporting and measuring response times for emergency incidents.

NFPA 1710 Response Time and Performance Goal

Emergency Incident	Turnout Time*	Travel Time**	Response Time	Response Time Performance Goal - % of Incidents
Emergency Medical Services – First Resource	1 minute	4 minutes or less	**5 minutes or less**	90%
Fire – First Resource	1 minute 20 seconds	4 minutes or less	**5 minutes 20 seconds or less**	90%
Emergency Medical Services – First Advanced Life Support Resource	1 minute	8 minutes or less	**9 minutes or less**	90%

* Time interval between activation of alerting devices to when first responders are aboard apparatus and en route

** Time interval that begins when unit is en route to emergency incident and ends upon arrival on scene

City Controller Audit of Response Times

The City Council requested the Controller to conduct an analysis of the LAFD's Incident Response Times, which was completed on May 18, 2012. The Audit compared the actual average response times for the four deployment changes covering the following time periods.

Staffing Plan	Time Period	Months
Full Deployment (Pre-MCP)	Prior to July 2009	31
Modified Cover Plan (MCP)	August 2009 through December 2010	17
Expanded Modified Cover Plan (EMCP)	January 2011 through June 2011	6
Deployment Plan (DP)	July 2011 through March 2012	9

The Audit did not include an assessment of the underlying causes for the changes in response time. Further, the Audit made no determination as to whether LAFD has met the 90% performance goal. NFPA goals are established for "emergency incidents." The Department has defined 1,156 incident type codes which are tied to a dispatch code classifying an incident as an emergency or non-emergency. A non-emergency call is a call for service that does not require a response using emergency lights or sirens. The LAFD has approximately 160 types of calls that are classified as non-emergency. Some examples include headache, back pain, earache, and sore throat.

One of the dispatch codes is defined as "emergency, or can be non-emergency." Of the 1.9 million incidents reviewed, approximately 650,000 were coded as such or had no code defined. The Controller found that LAFD's performance could not be compared to the NFPA 90% performance goal because incidents could be categorized as either an emergency or non-emergency, at the discretion of the dispatcher.

Based on the Controller's analysis of the data for turnout time and travel time, a comparison of average response times for the first responding unit to arrive on scene is summarized below.

Average Response Time for First Unit Arriving On-Scene (Turnout and Travel Time)

Incident Type	Pre-MCP	MCP	EMCP	DP	Change from Pre-MCP to DP
All EMS	4 min. 45 sec.	4 min. 53 sec.	4 min. 55 sec.	4 min. 57 sec.	+12 sec.
All Fire/Non EMS	5 min. 18 sec.	5 min. 2 sec.	4 min. 58 sec.	4 min. 57 sec.	-21 sec.
EMS First ALS Resource	5 min. 21 sec.	5 min. 5 sec.	5 min. 9 sec.	5 min. 5 sec.	-16 sec.
Structure Fires	3 min. 36 sec.	3 min. 37 sec.	3 min. 29 sec.	3 min. 37 sec.	+1 sec.

The Audit also analyzed average **total** response time that includes receipt of the 911 call by LAPD to the first responding unit arriving on scene, explaining: "While turnout and travel times are important components for operational decisions regarding citywide resource deployment, the total response time--from the time a 911 call is received to when the LAFD units arrive on scene--is fundamentally important from the public's perspective."

NFPA 1221 establishes the call processing time and performance goals for a fire department with a separate Public Safety Answering Point (PSAP) in which 911 calls are answered directly. The LAPD is the City's PSAP. LAPD call processing time to LAFD dispatchers is 24 to 25 seconds.

FPA 1221 Call Processing Time for Fire Department

Emergency Incident	Processing Time	Goal
All EMS Incidents	1 minute or less 1 min. 30 sec. or less	90% at 60 seconds 99% at 90 seconds
All Fire/Non-EMS Incidents	1 minute or less 1 min. 30 sec. or less	90% at 60 seconds 99% at 90 seconds

Attachments 3 through 6 provide charts from the Controller's Audit comparing average response times for LAPD receipt of 911 calls to first LAFD resource arriving on scene for the four incident types. A summary of the change from Pre-MCP to DP for these incident types is provided below:

Average Response Time: LAPD 911 Calls to LAFD First Unit Arriving On-Scene

Incident Type	Change from Pre-MCP to DP
All EMS	+20 seconds
All Fire/Non EMS	-19 seconds
EMS First ALS Resource	-26 seconds
Structure Fires	+20 seconds

The Audit recommended:

1. Adopting a consistent methodology for coding emergency and non-emergency incidents in the CAD;

2. Periodically reporting the Total Response Time for all emergency incidents by including call processing;

3. Improve system technologies to measure and report actual Response Times; e.g. replacing the current Computer Aided Dispatch System, installing Global Positioning System within all fire units for interface with the CAD, and other software solutions.

Enhancing Response Time Data

To enhance the reliability of response time data, the Fire Chief and Fire Commission established the Information and Data Analysis (IDA) Task Force to identify the problems with data capture and reporting by the CAD system, and to recommend solutions to ensure data accuracy and interpretation. The IDA Task Force has been comprised of representatives from LAFD, Information Technology Agency, and subject matter experts from the University of Southern California and RAND who have provided pro bono technical advice. Commissioner Alan Skobin has been the liaison for the Fire Commission.

Following an in-depth analysis of the 2.4 million incident records for the periods between January 2007 to March 2012, and July 2012 to September 2012, the IDA Task Force released its report on November 2, 2012 with several recommendations for short-term and longer-term solutions. The following highlights recent key activities toward implementing the IDA Task Force's recommendations:

- Several programming changes were made to the CAD to enhance accurate interpretation of the data, including establishing a consistent method for differentiating and coding emergency responses and non-emergency responses as identified in the Controller's Audit.
- LAFD is developing emergency response time reports that will include the call processing time by the LAFD dispatcher to the time the first responding unit arrives on scene.

- LAFD is in the process of reviewing proposals received from a Request for Proposals to replace the Fire Station Alerting System (FSAS). The FSAS controls the fire station dispatch audio and signal lights. The FSAS should decrease incident turnout times through early pre-alerting of first responders, prior to actual voice dispatch.
- LAFD is completing a Request for Proposals to replace the CAD system. The new system will facilitate integration with several other technologies that will enhance dispatching and improve reporting and records management.
- LAFD is pursuing State and MICLA-funding to acquire Automatic Vehicle Locating (AVL) systems as they provide real time apparatus locations and status of resources, resulting in faster response times, and better patient and incident outcomes.

Achieving NFPA 1710 Five Minute Response Time Goal 90% of the Time
Every fire agency is committed to preserving life and property by arriving to the scene of an emergency incident as quickly as possible. However, as stated above, there is no national response time standard for emergency incidents. While the NFPA 1710 response time of 5 minutes 90% of the time is a goal that fire agencies strive for, it has been achieved by very few, primarily, due to resource limitations.

NFPA 1710 is often referred to as a "standard," which implies a requirement. The terms used in the document are "response time objectives" and "performance objectives." For example, NFPA 1710 section 4.1.2 states:

> "The fire department organizational statement shall provide service delivery objectives, including specific response time objectives for each major services component (i.e. fire suppression, EMS, special operations, aircraft rescue, and firefighting) and objectives for the percentage of responses that meet the response time objectives."

Thus, NFPA 1710 provides response time and performance **goals or guidelines**. (Other pertinent sections of NFPA 1710 are provided in Attachment 7.) The NFPA Assistant Director, Public Fire Protection Division, stated in a NFPA Journal article that "...1710 is a good planning document."

Other Fire Agencies
Emergency response time is not easily compared between fire agencies because ways of measuring response, defining goals and reporting performance vary. As reported in the 2009 Journal of EMS following a survey of several cities' emergency response practices, "the diversity of measurements in use is significant."

In its 2006 Standards of Cover assessment process document, the Orange County Fire Authority (OCFA) reported surveying 14 comparable fire departments within California and 14 departments outside of California. The response time goals and methods for measurement identified varied widely.

OCFA's response time goal is 7 minutes 20 seconds or less 80% of the time, which includes dispatch time, turnout time, and travel time. Of the 28 departments surveyed, 16 measured response time similar to OCFA. Response time goals for the 28 agencies varied from 5 minutes to 9 minutes 20 seconds. One agency measured compliance at 100%, two agencies measured compliance at 95%, 17 at 90%, four at 80%, one at 75%, one used averages, and two did not provide a compliance level.

Variations in response time and performance goals among fire agencies were also found in the 2010 Audit of the City of Portland Fire and Rescue Department. The Audit included a survey of response times for eight city fire departments (including three in California). The following is a summary of the information for the nine departments, including City of Portland. (See Attachment 8):

- Four departments follow NFPA 1710 guidelines (5 minutes 90% of the time)
  - One department reported meeting the 5 minute goal for both fire and EMS 90% of the time (Cincinnati, OH)
  - The remaining three departments reported not meeting the NFPA goal (Sacramento, CA; Seattle, WA; Denver, CO)
  - One department reported average response time of 5 minutes 30 seconds with no percentage measurement (Sacramento, CA)
  - One department reported travel time but no turnout time (Denver, CO)
  - One department properly complied with 1710 Section 4.1.2 by separately reporting turnout out time and travel time (Seattle, WA)

- Five departments established their own response time goals and performance measurements (from 4 minutes to 8 minutes 80% to 90% of the time)
  - One department reported meeting the performance measure for EMS incidents but not for fire incidents (Long Beach, CA)
  - The remaining four departments did not meet their response time goals (Portland, OR; San Jose, CA; Charlotte, NC; Kansas City, MO)
  - Three departments' response time goals included call processing time (San Jose, CA; Charlotte, NC; Kansas City, MO)
  - One department's response time goal was less than 5 minutes from call processing to arrival on scene, but has no percentage performance measurement. (Kansas City, MO, which provided no report on whether the goal was met)

The LAFD also obtained information on response times for the following fire agencies:

- City of Chicago (2011)
  - Target response time for EMS: 6 minutes
  - Average response time: Approximately four to eight minutes
- Los Angeles County (2011)
  - Average response time: 6 minutes 44 seconds

- City of New York (2012) - Average response times (from call processing by fire dispatcher to unit on scene)
  - All EMS incidents: 8 minutes 27 seconds
  - Cardiac arrest/life threatening medical emergencies: 6 minutes 30 seconds
  - Structural fires: 4 minutes 4 seconds
- Orange County Fire Authority (2012)
  - Performance standard: 7 minutes 20 seconds or less at 80% (from call processing by fire dispatcher to first unit on scene)

As a further indication of the difficulty meeting NFPA 1710, the 2008 San Diego Grand Jury noted that in order for the City of San Diego Fire-Rescue Department to meet this goal, "Stations/Emergency Response Centers need to serve areas within a radius of five miles of the [fire] station."

City of Los Angeles

The National Highway Traffic Safety Administration (NHTSA) guidelines provide that in addition to available EMS resources, such factors as geography, population density, community expectations, and best patient care are to be considered in determining what constitutes an acceptable local response time goal. These guidelines are consistent with those set forth by the National Association of EMS Physicians, 2003 Position Paper, "Considerations in Establishing Emergency Medical Services Response Time Goals":

- No two EMS systems are the same. No one set of response interval performance standards will fit every system.
- Response interval goals must factor in staff resources, population density, and must be based on medical considerations, community expectations and fiscal condition of the public entity. Shorter response intervals are not without costs.
- Rather than using average response intervals to evaluate performance, it is more accurate to determine the percentage of calls the goal is being achieved.
- Once established, response intervals should undergo continued evaluation and incremental improvements should be initiated that can be realistically sustained.

There are several fundamental concepts with respect to response time:

- Response time is tied to resources available and travel distance during response.
- The number and location of fire stations is a primary factor enabling quick response time.
- A city's response time goal is used to determine the number of fire stations needed to meet that goal based on distance between stations and estimated travel speed.
- Incidents farthest from stations take longer for emergency responders to reach; conversely, response time generally is faster if incidents are closer to a station.

The LAFD estimated the number of additional fire stations to meet the NFPA 1710 goal of 5 minutes 90% of the time through the use of the Apparatus Deployment Analysis Module (ADAM) software program. The ADAM program projected that within the 470 square mile geographic boundaries of the City of Los Angeles, 195 fire stations would be necessary to meet that goal based on a five-minute travel interval. With 106 current fire stations, 89 additional stations would be required.

From a practical standpoint, constructing 89 new fire stations throughout the City would be extremely difficult to achieve. A fire station requires at least one acre of land. Acquiring land at strategic locations properly spaced from another fire station to meet the five-minute standard would require imposition of eminent domain and condemnation proceedings. Nonetheless, we have calculated a very rough order of magnitude estimate for the most minimal start-up costs to construct, equip and staff 89 fire stations. These estimates do not include: additional construction costs for larger or regional fire stations; additional sworn staff and apparatus resources that would be required for larger fire stations (e.g., additional staff and apparatus for a light force, additional supervisory personnel), and ancillary equipment and expenses required for these stations to be fully operational; administrative and support positions that would be required for such a large increase in the number of staff and facilities; annual recurring costs to maintain the staffing levels, apparatus and facilities; and inflationary increases. Construction funding for new fire stations would likely require approval of a voter-approved General Obligation (GO) Bond, similar to Proposition F approved in November 2000 authorizing $378 million GO Bonds for Fire Projects.

	Costs per Fire Station	**Total for 89 Fire Stations**
Construction	Land acquisition, design, construction, other direct costs Sub-Total: $20M	$1.76 billion
Apparatus	Fire engine (inc. radios and other equipment - $738,000 Rescue ambulance (inc. radios and other equipment - $225,00 Sub-Total: $963,000	$85.71 million
Staffing (3 shifts/ 24 Hr. Platoon Duty	(3) Captain I , (3) Engineer, (6) Firefighter, (6) Firefighter Paramedic Sub-Total: $3.4 million	$302.60 million
	Total	**$2.15 billion**

Alternative to NFPA 1710 Response Goal: Standards of Cover

As previously discussed, there are several nationally recognized organizations that provide guidelines and recommendations for establishing acceptable local response time standards. The Center for Public Safety Excellence administers an Accreditation Program through the Commission on Fire Accreditation International (CFAI) that has established an accreditation process to evaluate the performance of a fire agency to determine if the programs and services provided are effective in meeting the needs of the community it protects. This process includes a critical analysis of historical data, workload and distribution of resources based on time parameters; identification of

community risks and expectations; and measurement of service delivery performance. Approximately 300 national fire agencies have received accreditation from the CFAI.

The comprehensive self-assessment process leads to the development of a Standards of Cover (SOC) document that contains "written policies and procedures that determine the distribution, concentration and reliability of fixed and mobile response forces for fire, emergency medical services, hazardous materials and other technical responses." The SOC provides a tool for the fire agency to:

- Assess community risk
- Define baseline emergency response performance benchmarks
- Plan future fire station locations
- Determine apparatus and staffing patterns
- Evaluate workload and ideal utilization criteria
- Measure performance
- Strategically plan for resource procurement and allocation

The SOC outlines the strategies necessary to achieve the incremental improvements to performance measurements, such as allocation of additional resources and construction of additional fire stations. The SOC process also establishes fire management zones that are classified into metropolitan, urban, suburban, rural, wilderness or underdeveloped categories. An "outcome expectation" is developed for each risk category following completion of the assessment process. Therefore, different response time goals could be established for each fire management zone.

The SOC undergoes continual review to determine if adjustments are necessary to meet public service demands.

The Orange County Fire Authority decided to pursue accreditation in 2006 based on the recognition that only a very small number of fire agencies are able to meet the NFPA 1710 response time goal due to such factors as resource limitations, traffic conditions and travel speed in their communities, topography and large geographic areas for which the fire agency is responsible to provide service delivery.

Following completion of the comprehensive assessment process, the OCFA developed service level objectives in its Standards of Cover that are more realistic based on local conditions, with the ultimate goal of achieving the NFPA response times through a phased approach. For example (response times include call processing to first unit on scene):

- Phase 1 - First unit performance of 7 minutes 20 seconds or less at 80%
- Phase 2 – First unit performance of 6 minutes 58 seconds or less at 80%

The OCFA received CFAI accreditation in 2011.

The LAFD believes the accreditation process offers an objective and comprehensive method for the Department to determine baseline performances relative to the range of services provided (e.g., fire suppression, emergency medical services, rescue, hazardous materials, water rescue, etc.), and to properly develop strategies for continuing organizational improvements.

RESTORATION/RECONFIGURATION PLAN

In FY 2011-12, 357 Field Platoon Duty authorized positions were deleted from the budget. Twenty-one of these positions were restored in FY 2012-13:

- 12 positions for one Engine Company (3 Fire Captain I; 3 Engineer; 6 Firefighter III) in the West San Fernando Valley
- 9 EMS Captains to provide medical supervision at EMS incidents

The LAFD proposes to restore the remaining 336 positions over the next three fiscal years (FY 2013-14 through FY 2015-16) to optimize the deployment of field resources to improve response times and meet fire and emergency medical service demands. Based on workload data from July 1 through December 31, 2012, it is projected that the number of incidents for service in FY 2012-13 will be approximately 400,000. This workload would reflect a 9% increase compared to the number of incidents in FY 2008-09 (366,000). However, the daily field platoon duty deployment has decreased by 11% from 1071 positions in FY 2008-09 to 951 positions in FY 2012-13.

Discussion of the three-year restoration proposal, including estimated costs, is provided below. Also discussed below is the pending Fire Department Resource Deployment Study coordinated by the CAO. The FY 2012-13 Adopted Budget included funding for the CAO to release a Request for Proposals (RFP) to conduct a study to determine best practices, and the most effective and cost efficient deployment of Fire and Emergency Medical Service (EMS) resources citywide.

LAFD Three-Year Restoration Proposal

- ***Phase I (FY 2013-14: 60 Positions)***

  The FY 2013-14 Budget Request includes several Field Platoon Duty positions that would enable the LAFD to meet operational and public service needs by allocating additional resources to those areas with the highest call loads. Given that 85% of emergency calls are for medical incidents, the requested positions for BLS ambulances and upgrades from BLS to ALS would enhance emergency medical service delivery. Moreover, as a result of the deployment of additional sworn personnel, fire protection capacity and emergency medical service response would improve throughout the city.

  The highlights of the Budget Request for sworn positions include:

  - Restoring 60 Field Platoon Duty positions
    - 12 positions for BLS ambulances
    - 6 Apparatus Operators for HazMat Squad
    - 3 Fire Engineers for Fire Station 9

  - 3 Emergency Incident Technicians
  - 36 positions for three Engine Companies
    60 Positions ($12.55M Direct and Indirect Costs)
- Upgrading 25 Fire Companies to Advance Life Support Assessment Companies (Firefighter III to Firefighter III/Paramedic) would enhance the Department's capabilities in providing high priority response and care to cardiac, respiratory and critical trauma patients. ($1.5M Salary Upgrade and Expenses)
- Addition of 22 new non-platoon duty sworn positions that would provide the appropriate service levels for the specified Department functions:
  - 13 positions to meet staffing requirements to conduct two Training Academy classes (beginning January 2014 and June 2014) with 70 recruits in each class. ($9.14M Direct and Indirect Costs) The last Academy Training graduation class of new recruits was in April 2009.
  - 5 positions to meet staffing needs of the proposed 40-hour schedule at the dispatch center, pending completion of meet and confer with the labor organizations. ($2.07M Direct and Indirect Costs. The request also includes partial-year funding for 12 civilian call takers to begin implementation of a sworn/civilian hybrid dispatch model.)
  - 4 positions for the Dispatch Quality Improvement Unit to review dispatcher performance and provide timely training. ($914,000 Direct and Indirect Costs)

The Budget Request also provides for the creation of a Data Analysis Unit with two new civilian positions (Fire Statistical Manager and Senior Statistical Analyst) to implement FireStatLA (Englander-Buscaino, et.al; C.F. 12-0240), a data driven performance and accountability system which will enable the LAFD to use technology and management techniques to monitor Department performance, identify gaps, and develop and implement best practices.

- ***Phase II (FY 2014-15: 138 Positions)***
- ***Phase III (FY 2015-16: 138 Positions)***

Through the IDA Task Force, the LAFD is continuing to refine the accuracy and reliability of its data collection. Approval of the FY 2013-14 Budget request for civilian positions to staff the Data Analysis Unit and implement FireStatLA will be critical in the Department's efforts to maintain continual analysis and proper interpretation of data from the CAD and other sources. The results of this information will be used in making deployment and other management decisions, including appropriate numbers of each sworn job classification that would make up the restored 138 positions in both FY 2014-15 and FY 2015-16.

In determining the staffing configuration, the Department would be guided by the results of data analysis of call load by area and incident type, performance metrics on the elements of response time, identification of training needs to improve performance, any changes in population density, and other relevant information to

identify the appropriate resources to provide the most cost beneficial and effective level of public safety.

The estimated cost of restoring 138 positions is $29.5M per year (direct and indirect). In addition, three Academy Training classes of 70 recruits per class would be conducted at an estimated cost of $3.4M.

Civilian positions (administrative, technical, clerical, skilled, etc.) that were deleted due to the Early Retirement Incentive Program (ERIP) and budget cuts must be restored to meet the increased staff support workload resulting from augmenting sworn field resources. For example, the 11 mechanic positions eliminated due to ERIP must be re-authorized to meet the apparatus maintenance workload demands resulting from the deployment of additional engine companies, light forces and other field resources. The estimated cost for these mechanics is $1.14M.

The below table summarizes the estimated cumulative costs to restore the 336 Field Platoon Duty position authorities.

Fiscal Year	Restored Positions	Cumulative Estimated Cost (Direct & Indirect)	Additional Positions	Cumulative Estimated Cost (Direct & Indirect)	Cumulative Total
2013-14	60	$12.6M	• 25 Engine Cos. upgraded to ALS • 13 for Training Academy + 70 recruits • 5 sworn + partial year for 12 civilians in Dispatch Center • 4 for Dispatch Quality Improvement Sub-Total	$1.5M $7M (inc. $2.3M for V-staff OT) $2.1M $914,000 $11.5M	$21.8M
2014-15	138	$29.5M + $12.6M = $42.1M	210 Recruits	$3.4M + $11.5M = $14.9 M	$57M
2015-16	138	$29.5M + $42.1M = $71.6M	---	---	**$86.5M** [$71.6M+$14.9M]

Fire Department Resource Deployment Study

The CAO released the RFP for this Study on November 28, 2012. Several proposals from consulting firms were received by the deadline of January 25, 2013. The evaluation process is pending.

The scope of work for the Resource Deployment Study includes analyzing and making recommendations for several service areas:

- Service Area #1: Deployment of Resources
  - Organization and performance of LAFD's current resource deployment compared to industry performance goals and best practices of comparable fire agencies:
    (a) Platoon Duty and Special Duty Staffing Levels
    (b) Constant Staffing Deployment Model
    (c) 10th Member Task Force Configuration
    (d) Use of sworn personnel to fill non-emergency special duty positions and feasibility of using non-sworn personnel for these positions
- Service Area #2: Response Times of Fire and Emergency Medical Services
  - Benchmark against industry goals and other comparable fire agencies
  - Best practices study of Fire and EMS dispatch functions, including sworn and civilian dispatch models
  - Recommend dispatch protocols
- Service Area #3: Emergency Medical Services Comparative Analysis
  - Best practices analysis and comparative study of other comparable fire agencies on service delivery of BLS/ALS Emergency Medical Services and transport, including:
    (a) Cost-benefit analysis of current service delivery versus other delivery models
    (b) Cost-benefit of current ambulance transport versus contracting and hybrid models
    (c) Cost-benefit of contracting emergency services through County of Los Angeles
    (d) Cost benefit of Treat/Non-Transport Services model
    (e) Cost-benefit of physician's deployment model or other health service program

The CAO anticipates the Deployment Study will be initiated by Quarter 4 of FY 2012-13. The results will be provided to the LAFD, Mayor and City Council for consideration.

BRIAN L. CUMMINGS
Fire Chief

Attachment 1
LAFD - Summary of Platoon Duty Personnel Changes
FY 2008-09 (3,213 Positions) Through FY 2012-13 (2,877 Positions)

Fiscal Year	Program	Resource Type/Assignment	# of Positions (Added or Deleted)	Class Code	Classification	Amount	Comments
2008-09	AF 3803 Fire Suppression	FS 67	12	2112-3	Firefighter III	$2,517,317	Add funding and 18 regular authorities to fully staff the new Fire Station 67 located in Playa Vista. Funding is also added for a new Basic Life Support (BLS) Rescue Ambulance and related expenses.
			3	2131-0	Engineer		
			3	2142-1	Fire Captain I		
			18				
2009-10	No Changes to Platoon Duty Authorities						
2010-11	No Changes to Platoon Duty Authorities						
2011-12	AF3803 Fire Suppression	Fire Suppression/Staff Assistants/Division Offices	(6)	2112-3	Firefighter III	($746,473)	Delete funding and regular authority for vacant sworn positions due to City's fiscal constraints.
2011-12	AH3808 Emergency Ambulance Service	Emergency Medical Service (EMS)	(9)	2142-1	Fire Captain I	($1,379,076)	Delete funding for nine Fire Captain positions for EMS. These positions will be used to fill vacancies at other fire stations. This action will reduce overtime costs through the filling of vacant platoon-duty field positions while maintaining Constant Staffing requirements.
2011-12	AF3803 Fire Suppression	Haz-Mat Squads	(12)	2112-3	Firefighter III	($3,128,170)	Convert two Haz-Mat squads to flex staffing and redeploy sworn personnel within the field to backfill vacancies and reduce overtime.
			(6)	2121-0	Apparatus Operator		
			(6)	2142-1	Fire Captain I		
			(24)				
2011-12	AF3803 Fire Suppression	Deployment Plan	(183)	2112-3	Firefighter III	($5,810,670)	The new Deployment Plan replaces the Modified Coverage Plan (MCP) that was in place since 2009. Replacing the current rotating closures of the MCP with the structural change of company closures stabilizes the Department's deployment, provides greater consistency of command, and minimizes fire company continuity issues. 51 of the 318 authorities are vacant and not continued. Continued 267 filled positions as resolution authorities. NOTE: Added back As-Needed Authorities
			(21)	2121-0	Apparatus Operator		
			(54)	2131-0	Engineer		
			(30)	2142-1	Fire Captain I		
			(21)	2142-2	Fire Captain II		
			(6)	2152-0	Fire Battalion Chief		
			(3)	2166-0	Fire Assistant Chief		
			(318)				
	Total Platoon Duty Authority Changes FY 11-12		**(357)**			**($11,064,389)**	

Fiscal Year	Program	Resource Type/Assignment	# of Positions (Added or Deleted)	Class Code	Classification	Amount	Comments
2012-13	AF3803 Fire Suppression	Engine Company/ West San Fernando Valley	3	2142-1	Fire Captain I	$1,851,024	Add funding and regular authority for one Engine Company to enhance fire resources in the West San Fernando Valley
			3	2131-0	Engineer		
			6	2112-3	Firefighter III		
			12				
2012-13	AH3808 Emergency Ambulance Service	Emergency Medical Service (EMS)/Special Duty	9	2142-1	Fire Captain I	$1,549,377	Restore funding and regular authority for nine EMS Captains, who will provide medical supervision at EMS incidents, train and evaluate EMS personnel, and serve as Safety Officers at medical emergencies. These Captains are intended to be on Administrative Duty.
2012-13	AH3808 Emergency Ambulance Service	Emergency Medical Service (EMS)				$2,299,500	Add overtime funding for six variable staffed ambulances. These ambulances are to be available during peak hours and enhance emergency medical services citywide.
	Total Platoon Duty Authority Changes FY 12-13		**21**			**$5,699,901**	

Attachment 2

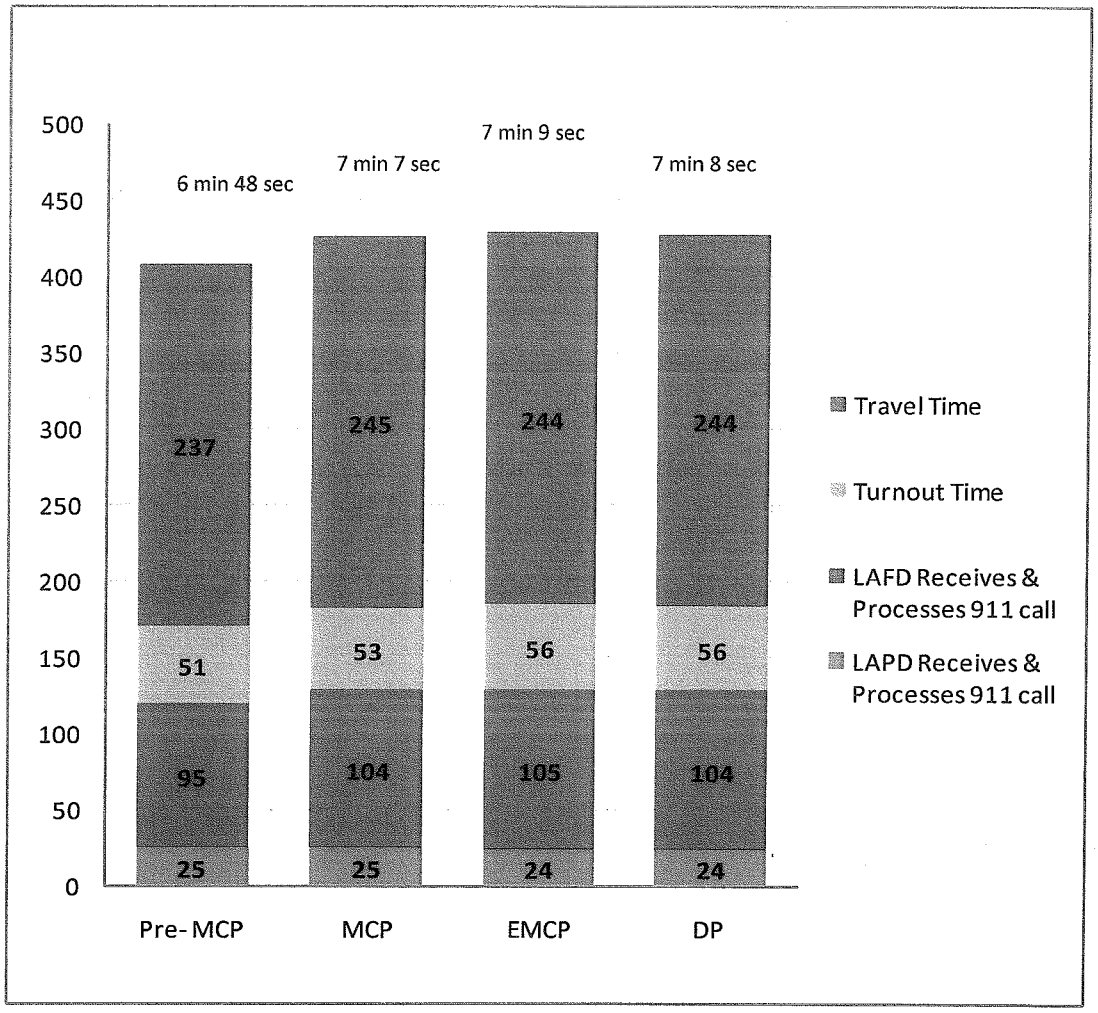
DAILY FIELD PLATOON DUTY DEPLOYMENT
(Pre-Modified Coverage Plan FY 2008-09 to Deployment Plan FY 2012-13)

Pre-Modified Coverage Plan (FY 2008-09) (1,071 Positions)	Modified Coverage Plan (FY 2009-10) (976 Positions)	Expanded Modified Coverage Plan (FY 2010-11) (933 Positions)	Deployment Plan (FY 2011-12) (947 Positions)	Deployment Plan (FY 2012-13) (951 Positions)
89 Two-person Advanced Life Support (ALS) rescue ambulances	89 Two-person ALS rescue ambulances	89 Two-person ALS rescue ambulances	89 Two-person ALS rescue ambulances	89 Two-person ALS rescue ambulances
38 Two-person Basic Life Support (BLS) rescue ambulances	32 Two- person BLS rescue ambulances (6 closed on rotating basis)	32 Two- person BLS rescue ambulances (6 closed on rotating basis)	34 Two- person BLS rescue ambulances + 6 Variable staffed ambulances	34 Two- person BLS rescue ambulances + 6 Variable staffed ambulances
16 EMS district units	13 EMS district units	13 EMS district units	7 One-person EMS district units	7 One-person EMS district units + 9 10-Hour EMS units
3 Two-person Division command teams	2 Two-person Division command teams (1 closed on rotating basis)	2 Two-person Division command teams (1 closed on rotating basis)	2 Two-person Division command teams	2 Two-person Division command teams
16 Two-person Battalion command teams (inc. Emergency Incident Technicians)	14 Two-person Battalion command teams(inc. EITs) (2 closed on rotating basis)	14 Two-person Battalion command teams (inc. EITs) (2 closed on rotating basis)	7 Two-person Battalion command teams (inc. EITs) 7 One-person Battalion commands	7 Two-person Battalion command teams (inc. EITs) 7 One-person Battalion commands
101 Four-person Engine companies	91 Four-person Engine companies (10 closed on rotating basis)	87 Four-person Engine companies (14 closed on rotating basis)	90 Four-person Engine companies	91 Four-person Engine companies
49 Six- person Light Force companies	44 Six-person Light Force companies (5 closed on rotating basis)	41 Six-person Light Force companies (8 closed on rotating basis)	42 Six-person Light Force companies	42 Six-person Light Force companies
3 Four-person HazMat Squads	1 Four-person HazMat Squad	1 Four-Person HazMat Squad	1 Four-Person HazMat Squad	1 Four-Person HazMat Squad
1 Swing staffed HazMat company	1 Swing staffed HazMat company	1 Swing staffed HazMat company	3 Swing staffed HazMat companies	3 Swing staffed HazMat companies
53 Specialized Resources *	53 Specialized Resources	53 Specialized Resources	53 Specialized Resources	53 Specialized Resources

* Airport units; Arson; Boats; Heavy Rescue; Helicopter; Urban Search and Rescue (USAR)

Average Time from 9-1-1 Call made to LAPD to First LAFD Resource on Scene – All EMS Incidents

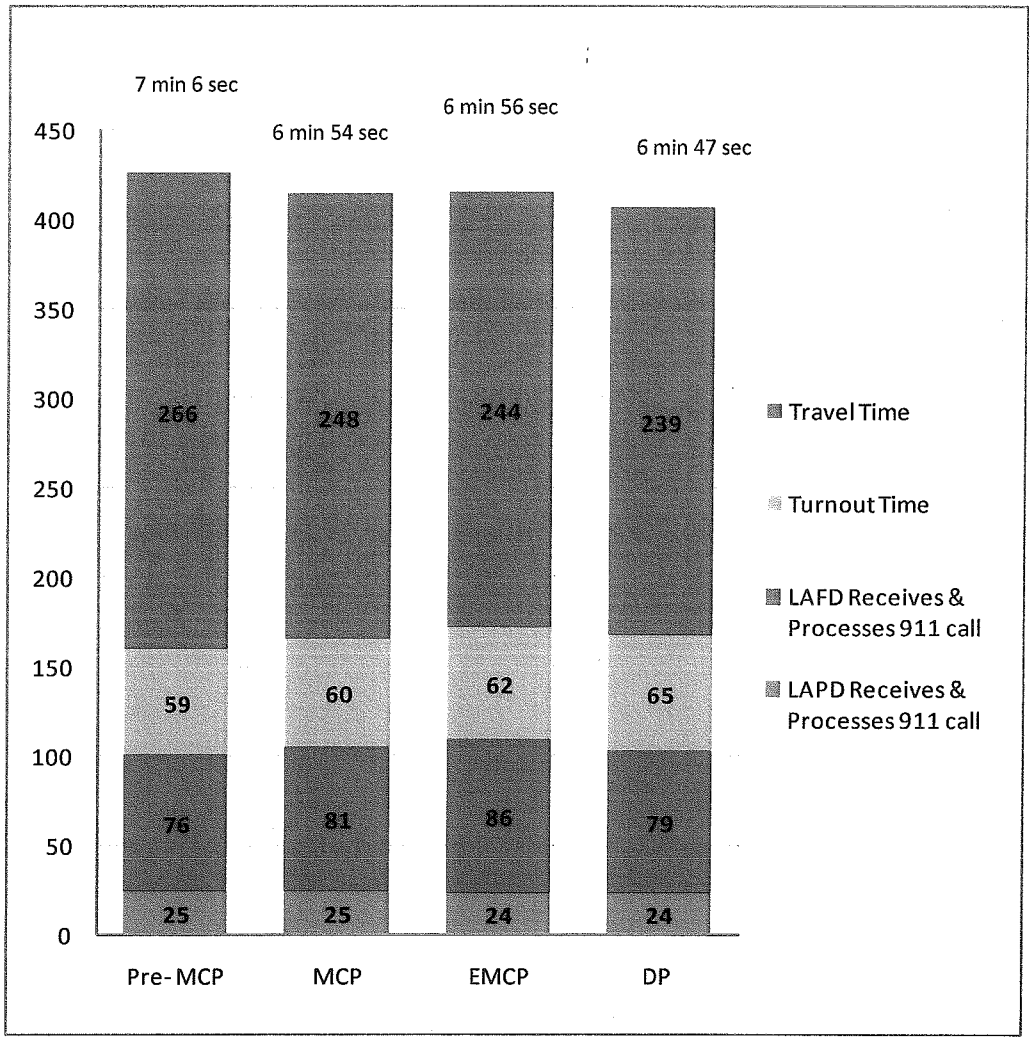
Deployment Period	LAPD receives & transfers 911 call (in seconds)	LAFD receives & processes 911 call (in seconds)	Turnout time (in seconds)	Travel Time (in seconds)	Total time from 911 call to first LAFD resource on-scene
Pre-MCP	25	95	51	237	6 min 48 sec.
MCP	25	104	53	245	7 min 7 sec.
EMCP	24	105	56	244	7 min 9 sec
DP	24	104	56	244	7 min 8 sec



Source: Controller's Audit - May 18,2012

Average Time from 9-1-1 Call made to LAPD to First LAFD Resource on Scene – All Fire/Non-EMS

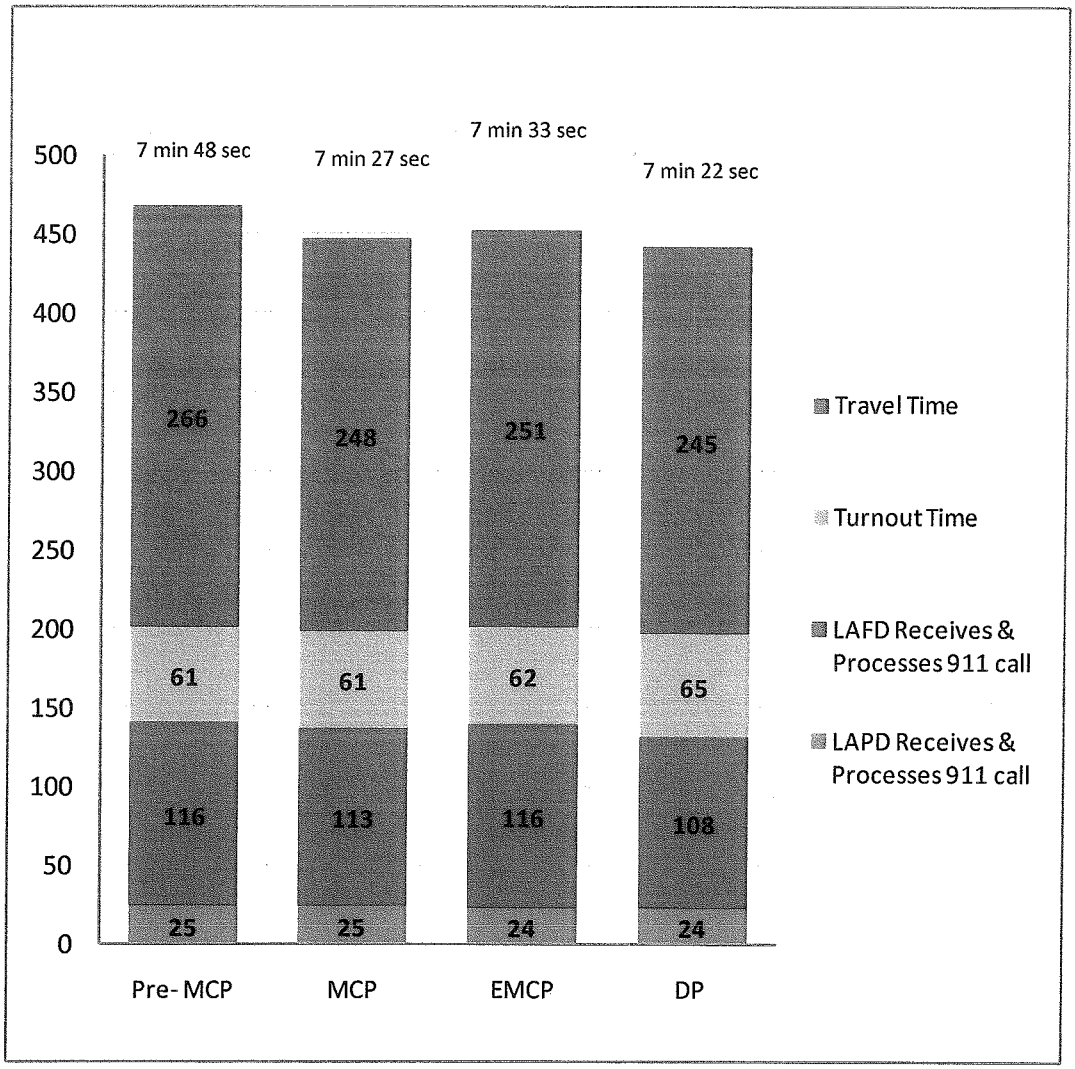
Deployment Period	LAPD receives and transfers 911 call (in seconds)	LAFD receives & processes 911 call (in seconds)	Turnout time (in seconds)	Travel Time (in seconds)	Total time from 911 call to first LAFD resource on-scene
Pre-MCP	25	76	59	266	7 min 6 sec
MCP	25	81	60	248	6 min 54 sec
EMCP	24	86	62	244	6 min 56 sec
DP	24	79	65	239	6 min 47 sec



Source: Controller's Audit - May 18,2012

Average Time from 9-1-1 Call made to LAPD to First ALS Resource (Paramedic) on Scene for EMS Incidents

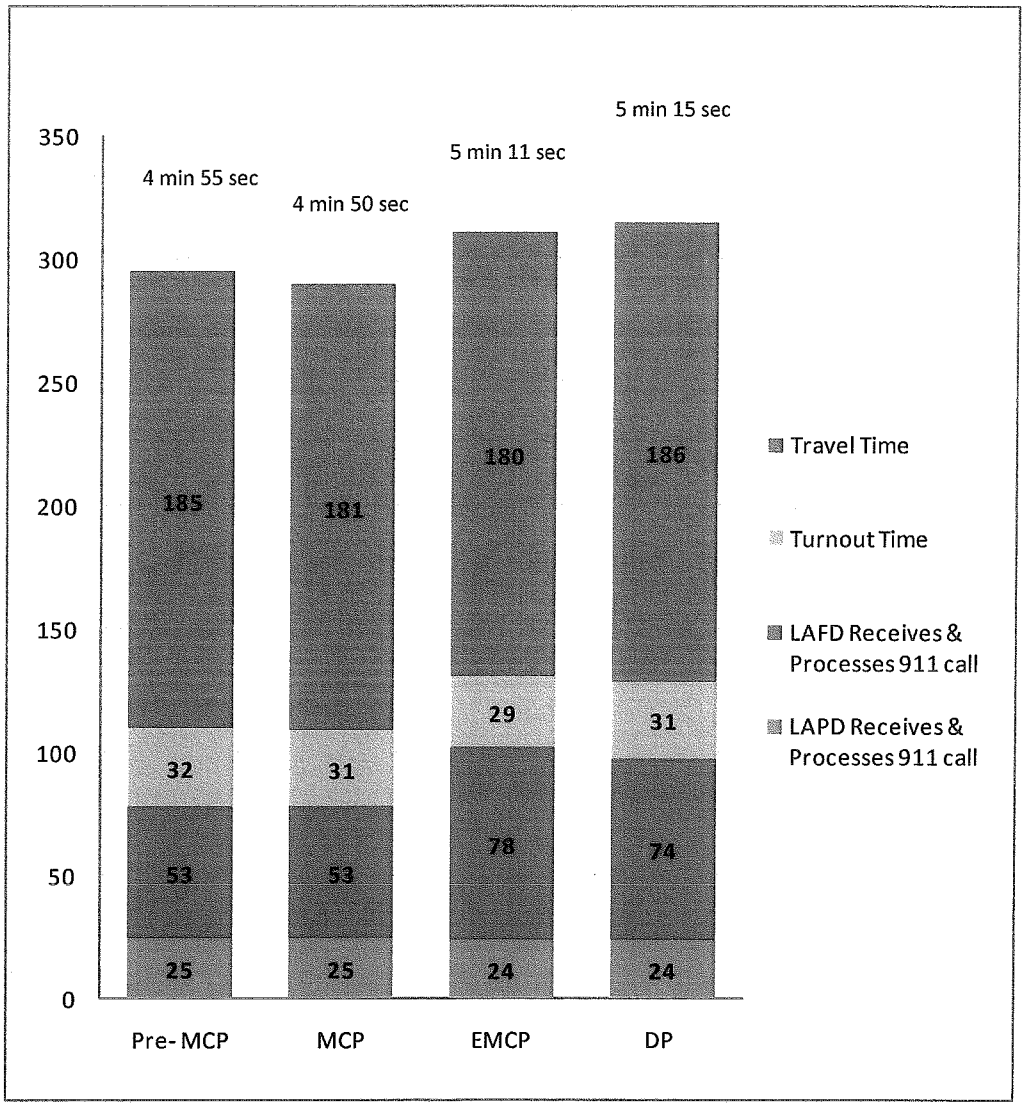
Deployment Period	LAPD receives and transfers 911 call (in seconds)	LAFD receives & processes 911 call (in seconds)	Turnout time (in seconds)	Travel Time (in seconds)	Total time from 911 call to first LAFD resource on scene
Pre- MCP	25	116	61	266	7 min 48 sec
MCP	25	113	61	248	7 min 27 sec
EMCP	24	116	62	251	7 min 33 sec
DP	24	108	65	245	7 min 22 sec



Source: Controller's Audit - May 18,2012

Average Time from 9-1-1 Call made to LAPD to First LAFD Resource on Scene – Structure Fires

Deployment Period	LAPD receives and transfers 911 call (in seconds)	LAFD receives & processes 911 call (in seconds)	Turnout time (in seconds)	Travel Time (in seconds)	Total time from 911 call to first LAFD resource on-scene
Pre-MCP	25	53	32	185	4 min 55 sec
MCP	25	53	31	181	4 min 50 sec
EMCP	24	78	29	180	5 min 11 sec
DP	24	74	31	186	5 min 15 sec



Source: Controller's Audit - May 18, 2012

NATIONAL FIRE PROTECTION ASSOCIATION 1710
(Pertinent Sections)

4.1.2

The fire department organizational statement shall provide service delivery objectives, including specific response time objectives for each major service component (i.e. fire suppression, EMS, special operations, aircraft rescue and fire fighting) and objectives for the percentage of responses that meet the response time objectives.

4.1.2.1

The Fire Department shall establish the following time objectives:

- One minute (60 seconds) for turnout time
- Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and/or 8 minutes (480 seconds) or less for the deployment of a full first alarm assignment at a fire suppression incident
- Four minutes (240 seconds) or less for the arrival of a unit with first responder or higher-level capability at an emergency medical incident
- Eight minutes (480 seconds) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department.

4.1.2.2

The fire department shall establish a performance objective of not less than 90 percent for the achievement of each response time objective specified.

4.1.2.3.1

The fire department shall evaluate its level of service, deployment delivery, and response time objectives on an annual basis.

4.1.2.3.2

The evaluations shall be based on data relating to level of service, deployment, and the achievement of response time objectives in each geographic area.

SURVEY OF FIRE DEPARTMENTS – RESPONSE TIME STANDARDS AND PERFORMANCE MEASUREMENTS *

Department	Response Time Goal	Performance Measurement
Cincinnati, OH	90% in 5 minutes ** (turnout, travel)	90% in 3:53 - Fire 90% in 4:50 – EMS
Charlotte, NC	80% in 6 minutes (call processing, turnout, travel)	77% in 6:00 - Fire 79% in 6:00 – EMS
Denver, CO	90% in 5 minutes ** (turnout, travel)	85% in 4:00 minutes
Long Beach, CA	80% in 6:00 minutes - Fire 80% in 4:00 minutes – EMS (turnout, travel)	80%in 7:17 – Fire 80% in 6:14 – EMS
Kansas City, MO	Less than 5:00 minutes (call processing, turnout, travel)	Not reported
Portland, OR	90% in 5:20 minutes (turnout, travel)	90% in 6:42 – Fire 90% in 6:57 - EMS
Sacramento, CA	90% in 5 minutes ** (turnout, travel)	Average 5:30
San Jose, CA	80% in less than 8 minutes (call processing, turnout, travel)	80% in 9:06 – Fire 80% in 7:39 - EMS
Seattle, WA	90% in 5 minutes ** (turnout, travel)	31% turnout in 1:00 84% travel in 4:00 – Fire 86% travel in 4:00 - EMS

* Source: 2010 City of Portland Audit

** NFPA 1710 Response time standard