

# **Los Angeles Area Fire Chiefs Association Regional Training Group**

## **Regional Fire Service Training Strategic Plan**

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**Los Angeles - Long Beach Urban Area  
Los Angeles County Operational Area**

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CITYGATE ASSOCIATES, LLC  
FIRE & EMERGENCY SERVICES

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## Regional Fire Service Training Strategic Plan

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Los Angeles Area Fire Chiefs Association

# Regional Fire Service Training Strategic Plan

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### EXECUTIVE SUMMARY

In December 2010 the Los Angeles/Long Beach Urban Area Security Initiative – Los Angeles County Operational Area adopted a Homeland Security Strategic Plan. Concurrent with that umbrella plan the fire agencies in the area realized that they needed a focused fire services strategic plan to specifically address their unique needs in training, operations, and logistical support given the existing fire mutual aid system. This Fire Services **Training** Strategic Plan is the first of three strategic plans to address those needs; the other two to follow over time will cover operations and logistical support.

Fire agencies in the Los Angeles/Long Beach Urban Area (LALBUA) and the Los Angeles County Operational Area (LACOA) have worked together for years to prepare for natural, technological, and human-caused disasters. California led the way in the 1940's with the development of the statewide mutual aid system; Southern California fire agencies through FIRESCOPE in the 1970's developed the Incident Command System to strengthen the command and coordination of the mutual aid system. Both of these regional fire service systems are now in use nationwide. Through the development of this Regional Training Strategic Plan, as part of a larger initiative to develop strategic plans for fire service wide-area, multi-agency integration, this plan and the others to follow will make additional breakthroughs that will have national significance.

This first step will provide a framework for training fire department personnel to meet the full range of potential hazards in the region. It is an undertaking that mandates establishing centralized regional training priorities, with input and participation from those developing and delivering critical training to the region's fire department personnel, all while working with limited resources.

In the aftermath of September 11, 2001 attacks in New York, Washington and Pennsylvania, first responders nationwide had to identify new ways to prepare for the unthinkable. New curriculum, tools/equipment, and methods for safe firefighting and rescue operations continue to evolve. Incident command elements had to be further developed to operate effectively within the unified command multi-agency mutual aid environment.

Combined with the dangers that exist in urban/metropolitan framework is the fact that fire department leaders are being asked to do more with less. This requires training officers to look for new ways to continually deliver critical training information to their audiences. Fire department training remains the best insurance policy that any agency can provide to ensure the safety and operational effectiveness of its members and to the public it serves.

That belief mandates that the region's fire departments work in a cooperative manner within the new urban area Homeland Security Strategic Plan to effectively and efficiently develop and

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deliver standardized training to all of its employees. This Training Strategic Plan identifies ways to better prepare for human-caused and natural disasters and was developed under the direction of the Los Angeles Area Fire Chiefs Association (LAAFCA) by its Regional Training Group (RTG).

To help the stakeholders work through the complex set of interdependencies in this project, the Strategic Planning Work Group followed a logical process to see the larger picture before using Applied Strategic Planning for the finer details:

### ***Why***

Regionalizing and standardizing training ensures the fire service can take advantage of the closest available unit regardless of jurisdiction and *speed* up the response. Training everyone on the basics of all special operations within a common command system acts as a force multiplier that ramps up resource *leverage*, actually increasing the capacity of first responders and special teams to handle the most critical work which terrorism or disasters present. Through regionalizing training any emergency is handled more seamlessly thus increasing the *fluidity* of the operation.

### ***How***

A regional training coordination group designs, coordinates, delivers and funds cost-effective fire service training equitably to all the participating agencies.

### ***What***

The regional fire service training system uses trained instructors to deliver the necessary training at cost-effective shared regional facilities of all types or via multi-media communications to fire stations.

The building blocks of this Training Strategic Plan are outlined in the Vision, Values, Mission, and Strategies to provide a fiscally sound, practical, and sustainable model for the provision of effective training to all of the fire service employees in the area. The effectiveness of this plan will ultimately be tested by its ability to ensure that firefighters leave duty unhurt and that the public being served receives prompt and effective care.

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### VISION STATEMENT

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The Vision for regional fire service training is to create and operate a nationally recognized regional training and education program.

### LOS ANGELES REGIONAL TRAINING GROUP (RTG) STRATEGIES

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This Regional Fire Service Training Strategic Plan is consistent with the Los Angeles Operational Area Homeland Security Strategic Plan (Op Area Plan) and as such, incorporates three of that plan's goals as the Training Strategic Plan's main strategies:

#### Plan Collaboration and Support

*This plan will define expectations for regional training support, establish norms for interaction, define shared program goals, establish program metrics, and foster additional support. This will be accomplished by:<sup>1</sup>*

- ◆ Establishing and maintaining a regional training and exercise plan
- ◆ Developing multiple administrative and logistical support facilities
- ◆ Identifying technical advances that can enhance the region's gathering and sharing of information
- ◆ Verifying and instituting a method to maximize collaboration with other stakeholders
- ◆ Establishing a sustainable governance model
- ◆ Forming a Joint Powers Authority
- ◆ Developing a marketing plan to foster additional support.

#### Plan Responder Capabilities

*This plan will maintain and improve fire agency responder capabilities to respond and assist communities in recovering from all-hazard emergencies. This will be accomplished by:*

- ◆ Sustaining and enhancing responder capabilities

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<sup>1</sup> The Work Group categorized the stakeholder strategies A, K, and N according to the Op Area Plan found on page ES-2.

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- ◆ Developing and sustaining a responder Health and Safety component for fire service training.

### Plan Training and Exercising

*This training plan will ensure that fire service training and exercises are conducted to support key service delivery functions and capabilities in each jurisdiction. This will be accomplished by:*

- ◆ Developing a system of operational interoperability for regional coverage
- ◆ Determining, developing, and maintaining the appropriate training delivery models
- ◆ Identifying, categorizing, and developing regional education and training facilities
- ◆ Coordinating ongoing regional training to avoid duplication and gain cost efficiencies
- ◆ Creating and maintaining a centralized curriculum catalog
- ◆ Identifying, categorizing, and maintaining a list of qualified instructors.

This Regional Fire Service Training Strategic Plan (the plan), and specifically its strategic thrusts for immediate, midrange, and long-term objectives, represents the culmination of research, stakeholder input, and collaboration. This plan provides a clear path to improving regional fire service preparedness and sustaining existing fire service capabilities.

Adoption of this plan is only the first step. For each of the strategic thrusts, an action plan, similar to an incident action plan, needs to be developed with clearly identified assignments, timelines, and resources to effectively implement this plan across all of its strategies. In addition, two other new strategic plans to cover regional operations and logistical support will be necessary to fulfill all of the region's fire services preparation needs.

## **1—INTRODUCTION**



### **1.1 BACKGROUND**

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This Regional Fire Service Training Strategic Plan is the result of a collaborative effort by the thirty-one fire departments that comprise the Los Angeles Area Fire Chiefs Association (LAAFCA) which constitute the fire departments operating in the Los Angeles/Long Beach Urban Area Security Initiative (LALBUA) with the majority in the Los Angeles County Operational Area (LACOA). This plan was developed in tandem with the Los Angeles/Long Beach Urban Area and the Los Angeles County Operational Area Homeland Security Strategic Plan. This plan's focus is on the training needs of the fire service in the region.

This plan addresses the common interest of all the fire departments to ensure that a trained and capable force is always available to respond in times of local and national emergency due to a terrorist threat or other disaster as well as to the day-to-day activities of the region's fire services. Coordination and standardized training is essential in making the communities in the LALBUA safer.

The group of fire chiefs who led this plan is a sub-group of the LAAFCA known as the Regional Training Group or RTG. As a consequence, this plan has become known as the Regional Training Group plan and the term RTG will be used to describe both this sub-group and its role within the LAAFCA.

Most fire department missions are carried out in a team setting. Because department borders are contiguous, the force at an emergency scene often is made up of firefighters from more than one agency and the need to work together seamlessly is paramount. Consequently, regionalized training where the departments train and act as one will create synergies and opportunities for greater safety, operational effectiveness, and cost efficiencies.

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This plan is designed to guide the future of regional fire training. It will guide the actions of the RTG in developing the Regional Training Program for immediate action by the agencies, during its first year of implementation, a midrange period covering the following two to three years, and a long-term future that stretches over the following three to five years.

### 1.2 PURPOSE AND SCOPE

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This is an Applied Strategic Plan. Applied Strategic Planning is used to actually create a future rather than passively accepting what comes to pass. Implied in this planning process is the notion that each of the goals and objectives in this plan will lead to a *measurable* and tangible action or result. As a result, the plan guides the development of the Regional Training Program over the next five years. Also implicit in the planning process is annually updating the plan so that it continually stretches out five years into the future. This continuous updating of the plan guarantees the flexibility to meet unforeseen opportunities and challenges.

This plan was developed over the course of three months and included the engagement of numerous fire chiefs, assistant chiefs, training officers, and other stakeholders to develop and prioritize the goals and objectives to meet the needs of a regional training system.

As the planning process was being carried out, opportunities occurred to make changes and to take initiatives that are part of the plan but precede the completion and acceptance of the final plan. Within the planning nomenclature these are described as *Application Considerations*.

### 1.3 JURISDICTION AND REGION

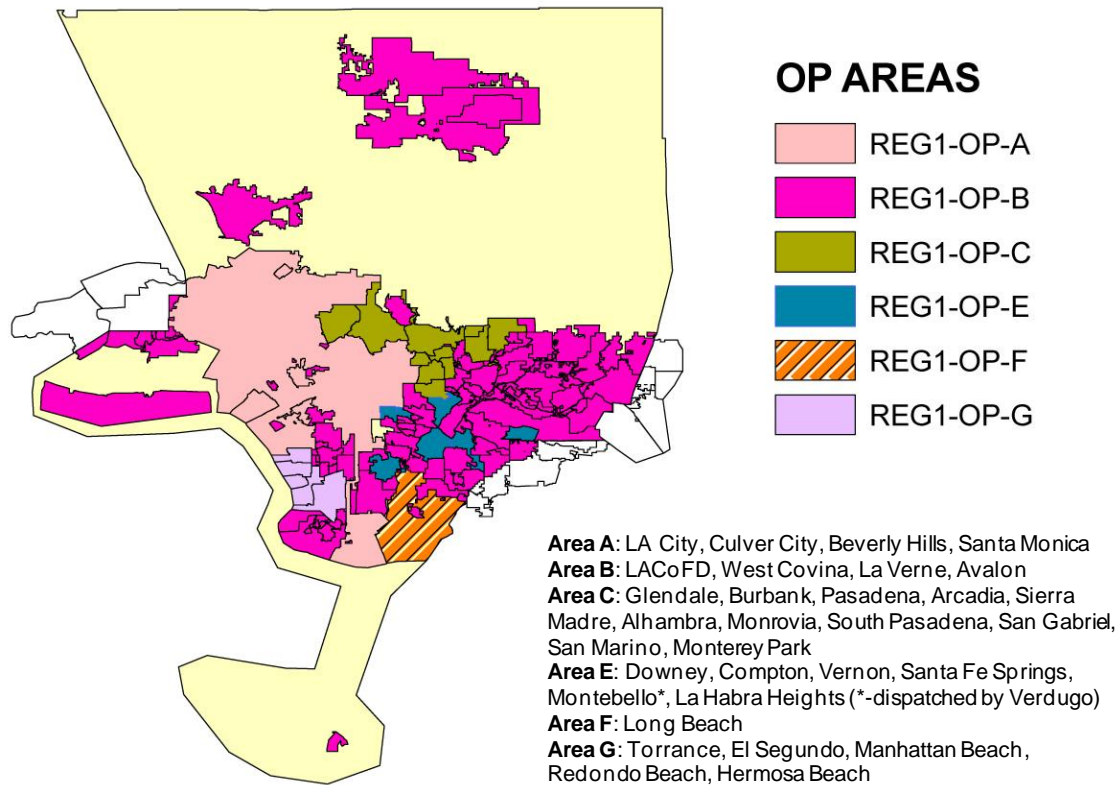
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Under California's Standardized Emergency Management System (SEMS), the Operational Area (OA) is the basic unit for coordinating fire and rescue response. Each county in the state is defined as an operational area. Because of the enormity of the area and the vast number of hazards and resources within the Los Angeles OA, the fire service has subdivided the area into the following sections:



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**Figure 1—CAL EMA Region 1 – LA Co Op Areas**



### 1.4 HOW THE STRATEGIC PLAN WILL BE USED

This Strategic Plan contains the detailed steps (goals and objectives) necessary to create the desired future for regional fire service training. Each of the goals was developed looking over a five-year planning horizon. Each goal has a number of objectives, which are the detailed action steps for achieving that goal. In some cases, two or more goals will be dependent on the same objective. Given this planning perspective, the plan will:

- ◆ Allow the RTG to use the Vision, Mission, Goals, and Objectives of this plan to identify, develop, and prioritize funding requests and financing decisions.
- ◆ Assist the RTG in making decisions concerning regional training to ensure that training is focused, equitable, and current.
- ◆ Provide the ability for the RTG to assess the progress towards meeting the regional training needs of the fire service in the region.

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- ◆ Aid the RTG in promoting the participation of all the stakeholders in furthering the regional training goals of the fire service.
- ◆ Ensure that the RTG will have the structure and information from which to write grant applications and allow the coordinated administration of grant programs.

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### 2—ENVIRONMENTAL SCAN AND GAP ANALYSIS



#### 2.1 BACKGROUND SITUATION

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The region initially made grant applications for equipment and apparatus. Funding for the development of regional training facilities and interoperable communications followed. Regional training centers for defined special needs such as hazardous materials and technical rescue were developed following State of California and FEMA guidelines.

Several years ago, the Los Angeles Area Fire Chiefs Association (LAAFCA) recognized the need for a regional training concept to bring about greater standardization and coordination of training on the types of incidents that require the greatest multi-agency coordination by the responders. Examples include catastrophic hazardous materials releases, mass transit accidents, terrorism and disaster response. Increased cost-effective training and utilization of limited or specialized training resources also would be a result of these efforts. The initial focus for these efforts was based on regional training needs for disaster and terrorism response in accord with federal mandates.

The Operational Area Homeland Security Strategic Plan<sup>2</sup> in section 1.5 describes how that plan will be used, specifically, “This plan establishes a strategic framework and, in concert with the implementation guide, details steps for achieving a higher level of preparedness throughout the operational area.” The next step is to develop and implement that plan’s Vision of a higher level of preparedness for the fire service through the Los Angeles Regional Training Group Regional Training Strategic Plan.

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<sup>2</sup> Los Angeles/Long Beach Urban Area – Los Angeles County Operational Area Homeland Security Strategic Plan. Tetra Tech, Inc. Los Angeles 2110.

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Currently much of the critical training to prepare for response to catastrophic events such as terrorism, natural or man-caused disasters occurs in several sub-regions, primarily between two neighboring agencies. However, this training does not include every agency on every subject and as such regionalization will be a great improvement. To ensure regional preparation, wide-area standardization and training cost efficiencies are still needed for regional preparation and response consistency when multiple agency responses occur.

The Los Angeles area has, out of necessity, been at the leading edge of regional response since the 1970's due to wildland fire disasters. In the last decade, more and more Los Angeles area fire departments integrated daily responses into sub-regional communication centers, which allowed the seamless dispatch of the closest resources regardless of jurisdictional boundaries. In addition, after the events of 9/11 and several recent large natural disasters, the multi-jurisdictional task force concept for hazardous material, urban search and rescue, and now large-scale emergency medical events, has been the direction established by the Federal Emergency Management Agency. The Los Angeles area is a key component of this national system and is the home base for numerous task forces.

These changes resulted in better coordination and response, not just to disasters, but also for day-to-day emergencies. In many cases, even modest two- or three-unit responses come from more than one agency. When this occurs, as the firefighters merge into the incident operation, operational effectiveness and safety dictate the need for common operational practices and command leadership methods and communications. The only way for this to occur is by providing identical training and standard operating procedures across all agencies.

Furthermore, over the last decade, safety regulations in the fire service have steadily increased as both Federal and State Occupational Health and Safety Administrations (OSHA) took rigorous measures to lower firefighter injuries and deaths in the United States.

The regulations do not mandate all training, but require common elements as well as some specific for critical issues such as self-contained breathing apparatus.

Since September 11, 2001, FEMA, under direction from the Department of Homeland Security (DHS), has taken a much stronger advocacy role in developing training and exercise program standards.

Homeland Security Exercise and Evaluation Program (HSEEP) Volume I states, in the Introduction, *"The purpose of the Homeland Security Exercise and Evaluation Program (HSEEP) is to provide common exercise policy and program guidance that constitutes a national standard for exercises. HSEEP includes consistent terminology that can be used by all exercise planners, regardless of the nature and composition of their sponsoring agency or organization. The volumes also provide tools to help exercise managers plan, conduct, and evaluate exercises to improve overall preparedness."*

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*“HSEEP reflects lessons learned and best practices from existing exercise programs and can be adapted to the full spectrum of hazardous scenarios and incidents (e.g., natural disasters, terrorism, technological disasters). The HSEEP reference volumes integrate language and concepts from the National Response Plan (NRP), the National Incident Management System (NIMS), the National Preparedness Goal, the Universal Task List (UTL), the Target Capabilities List (TCL), existing exercise programs, and prevention and response protocols from all levels of government. In the spirit of NIMS, all efforts should be made to ensure consistent use of the terminology and processes described in HSEEP.”*

Finally the State of California adopted Senate Bill 1841 in 1993, which established and mandated the Standardized Emergency Management System (SEMS) for the state. SEMS is built upon four components: the incident command system, the mutual aid coordination system, mutual aid agreements, and the operational area concept.

All of these factors play a role in firefighter and fire officer education and training. Common elements to firefighter and fire officer education and training are:

1. What the employer is required to do
2. Specific elements of the training
3. Hours of instruction versus competencies
4. Refresher training requirements
5. Instructor requirements.

Since there is more than one way to interpret the minimum annual training requirements and the method used to deliver some topics in combination with others, such as medical skills training and rescue tool training occurring in the same class or drill, arriving at a minimum number of annual hours per firefighter is difficult. However, most fire departments place the annual hours for firefighting and emergency medical skills to be a minimum of 240 hours per year. For the average firefighter work schedule, this amounts to 2 hours per shift year round. In addition to education and skills training, there are certification requirements for specialty skills such as hazardous materials, urban search and rescue, and incident command.

The safety regulations also require the proper documentation of all education, training and certification expiration dates. When an accident or injury occurs, an early review point of the OSHA investigation will be the training records to document what the employee should have known. Records need to be complete and the department needs to meet the same standard as the community of interest. To document all this, there must be a robust records system, typically in the form of a computer database.

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Then there are the logistical record and supply requirements. Instructors must be credentialed and assigned to the right classroom or drill. Training sessions require supplies that have to be purchased and delivered to the right classroom or drill area at the correct time.

The point of this abbreviated overview is that it can be burdensome and expensive for any agency to provide all the needed education, training and logistical support. In addition, departments want **all personnel** to be prepared for disaster response since this densely populated area is a major target for terrorist attacks and potential earthquakes. These overhead costs in many cases can be spread over a larger number of firefighters for a lower cost per person, class, or training site. For all-hazard fire service response regionally, there are a multitude of emergencies to prepare for. The major types were identified in the regional operational area Homeland Security Strategic Plan:



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The following table is edited from Table 1 of the Strategic Planning Project Capability Assessment and Gap Analysis.

**Table 1—Hazard Identification and Risk Analysis (Likelihood of Occurrence) Requiring Fire Department Response<sup>3</sup>**

Hazard	Likelihood		Impact				
	Probability	Frequency	Life	Health/Safety	Economic	Environment	Social
Fire (Urban or Wildland/Urban Interface)	H	H	M	M	M	M	M
Landslide, mudslide, subsidence, sinkhole	H	M	L	L	L	L	L
Flood	H	M	L	L	M	M	M
Hazardous Material Spill	H	M	L	M	M	M	M
Earthquake	H	L	M	H	M	M	M
Explosion	H	L	M	M	M	M	M
Transportation Mass Casualty Accident (e.g., rail, air, highway)	M	L	M	M	L	L	L
Chemical Attack (Blister, nerve agent)	L	L	M	H	L	L	M
Civil Unrest	L	L	L	M	H	L	M
Dam Failure	L	L	H	L	L	L	L
National Security Emergency (e.g., missile attack)	L	L	H	H	H	H	H
Nuclear Detonation	L	L	H	H	H	H	H
Pandemic	L	L	M	M	M	L	M
Radiological Dispersal Device	L	L	L	M	M	M	H
Tsunami	L	L	H	M	L	M	M

Legend: H = High; M = Medium; L = Low

<sup>3</sup> Los Angeles/Long Beach Urban Area Los Angeles County Operational Area Strategic Planning Project, Capability Assessment and Gap Analysis. Page 4, Table 1: Hazard Identification and Risk Analysis (Likelihood of Occurrence) Requiring Fire Department Response, February 2010. Tetra Tech, Inc. Los Angeles. Hazards that have little or no fire service response are not listed.

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### 2.2 EXISTING TRAINING RESOURCES AND DEMANDS SURVEY

As part of the Regional Fire Service Training Strategic Plan effort, the agencies participated in a web-based survey to collect regional data as to what regional training programs existed and did not. Further, the survey data elements collected for the first time, the number of students and instructors so that physical resources such as instructors and classrooms could be matched to student counts to determine physical resource needs.

The survey contained 69 questions across 6 themes. The answers are summarized in the table below:

**Table 2—Training Resources and Demands Survey**

Information Requested	Response	Notes
Department responses to survey	27	31 total departments in study
Department non-responses to survey	4	All re-contacted by Regional Training Group for possible participation
Total sworn personnel in region	8,511	
Total Department civilian personnel in region	2,269	
Sworn personnel on-duty daily	3,256	
Departments represented by labor unions	27	100% of respondents
Regional Training Sites identified as viable	9	6 confirmed as viable and 3 to be further assessed
Fire Stations staffed daily in region	382	
Classrooms available at the 6 confirmed regional sites	30	61 restrooms are associated with these classrooms
Total available classrooms in the region	59	
Total classroom seating available in the region	2,176	Ratio of seats to on-duty staff needs further analysis
Live burn rooms available in the region	21	8 departments have burn rooms so multiples exist in some departments
Flashover props available in the region	5	
Training towers available for high angle rescue	14	Not all certified by the State Fire Marshal's Office
Planned new training facilities within 10 years	8	Various fire departments in the region
Hazardous Material Units in service on a daily basis	14	
Certified Hazardous Material Training Sites available	5	2 sites are certified and 3 sites are in the certification process

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Information Requested	Response	Notes
Urban Search and Rescue Units in service on a daily basis	22	
Departments willing to train new recruits on a regional basis	12	
Departments willing to let other depts. train their recruits	19	
Departments that participate in State Fire Marshal Training	25	
Departments that participate in the CICCIS certification program	27	California Incident Command Certification System (CICCIS)
Total fire command simulators available in the region	8	
Departments that have training props available	15	
Departments that have mobile training capability	4	Various capabilities exist
Departments that support a regional training concept	27	100% of respondents support a regional training concept
Departments that meet minimum training mandates	8	Another 14 departments are struggling to meet the mandates and 4 are having real difficulty
Departments willing to provide full time training staff on a region-wide basis	12	11 departments can provide part-time positions; reimbursement is necessary for several respondents
Departments that participate in the National Fire Academy Programs	19	
<b>Departments that identified types of training needed</b>		
Hazardous Materials	19	
Urban Search and Rescue	20	
Swift Water Rescue	15	
Search and Rescue	22	
Chief Officer Development	24	
Terrorism/Weapons of Mass Destruction	24	
Active Shooter	12	
Structural Firefighting	24	
Oil Refinery	9	
Career Development	25	

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Information Requested	Response	Notes
Firefighter Safety and Survival	24	
Defensive Driving	25	
State Fire Marshal classes	20	
CICCS (certification)	24	
Emergency Medical Service	14	
Wildland Operations	18	
Fireground Operations	25	
Marine Operations	6	
Respondents' opinion on the number of regional training sites needed	6 to 12	10 sites was the most common answer and 8 said six sites were enough
Departments that want to train together for natural disasters/terrorists threats	27	100% of respondents
Number of Departments and their preferred governance model:		
Joint Powers Authority	17	
Memorandum of Understanding Agreement	5	
Hybrid Agreement	3	
Unable to commit to an agreement at this time	1	
Departments that want a Hold Harmless Agreement for the regional training sites	18	
Departments willing to move-up and cover fire stations for training	20	
Departments willing to serve on the Joint Powers Board	19	
Time in minutes an on-duty crew would be allowed to travel outside of a jurisdiction for training	25	Low was 0 minutes and high was 8 hours. Average was 25 minutes. Backfill of fire stations was a concern.
Existing auto aid agreements for non-emergency coverage of stations for training	11	No written agreements exist; all are done by verbal agreement or specific request
Number of Departments with training programs associated with a Community College	24	College units are given and some reimbursement of funds
Departments with a CAP/FTES Program	18	

## Regional Fire Service Training Strategic Plan

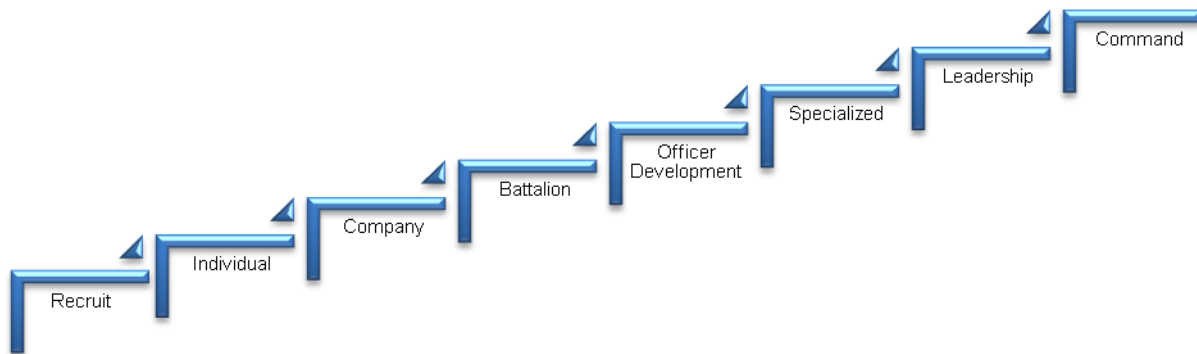
Information Requested	Response	Notes
Departments that participate in the Joint Apprenticeship Committee (JAC) Program	13	Reimbursable funding available
Departments that participate in a Regional Occupational Intern Program (ROP)	6	

*Disclaimer: This survey summary is for the Los Angeles Area Fire Chiefs Association and Citygate Associates, LLC and is provided for the sole use of the strategic planning project. All data from the survey is not presented in this document nor is this data field verified as accurate. The Los Angeles Area Fire Chiefs Association cannot guarantee the accuracy of this information and it shall not be used without permission of the Los Angeles Area Fire Chiefs Association.*

### 2.3 HOW FIRE SERVICE TRAINING IS CURRENTLY DONE

Fire service training and education follows a stair step approach. As it progresses it becomes more dependent on limited facilities, limited qualified instructors and limited offerings of the training:

**Figure 2—Fire Service Training and Education Progression**



Each of these training steps, as individuals progress through their careers, has different impacts on the emergency response capability of a fire department and uses different resources. The training steps are described briefly in career order below:

- ◆ Individual recruit training is performed by the departments. For smaller departments, the recruit class may only consist of a handful of new firefighters yet the resources required to conduct this training are substantial in the form of instructor time as well as specialized props, facilities and classrooms. Significant economies of scale could be realized in regionalizing this training. Nineteen of the twenty-seven departments that responded to the survey are willing to let other

## Regional Fire Service Training Strategic Plan

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departments train their recruits on a regional basis; twelve departments are willing to train other departments' recruits. This is a great opportunity for cooperation, affecting economies of scale and developing the capability of working seamlessly together on multi-jurisdictional events.

**Fact:** *If the 8,511<sup>4</sup> firefighters work an average of 30 years in a career, approximately 285 firefighters will need recruit training every year.*

- ◆ Individual training includes a broad spectrum of training and education. Some individual training such as paramedic continuing education would benefit from individual study distance learning using regionalized microwave or Internet connectivity. Other training such as driver/operator training requires specialized facilities and could benefit from economies of scale by being regionalized.

**Fact:** *Out of 8,511 firefighters in the region\*, there are 1,998 firefighter paramedics who need 48 hours of continuous education (CE) every two years.*

**Fact:** *There are 1,765 driver/operators\*; if each spends a third of his or her career in this position, or ten years, approximately 175 new driver operators need to be trained each year.*

- ◆ Company training includes the routine training drills conducted by the company officer for his or her crew to practice and hone their skills or familiarize them with the area or hazards. This training is usually conducted at the station, the company's in-service area or at an easily accessible training facility. This type of training has little impact on other activities of the fire department.

**Fact:** *The Insurance Services Office (ISO) recommends 2 hours per shift as the minimum "drill time" for a firefighter or about 240 hours per year.*

- ◆ Battalion training is the type of training where an entire battalion's worth of units could be taken out of service from one or more battalions, or if they are in service this could lead to a minor delay in response in order for them to participate in a complex multi-company drill or attend a training course on a technique, method, or process. This type of training can require significant coordination as move-up

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<sup>4</sup> For this project Citygate Associates conducted an online survey that closed January 24, 2011. Twenty-seven (27) out of the 31 member departments of the LAAFCFA responded to the survey and provided data.

\* These are the numbers generated from the 27 departments reporting on the web-based survey.



## Regional Fire Service Training Strategic Plan

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and coverage of some of the vacated stations is needed to ensure a balanced response capability. Occasionally this will be handled by hiring overtime.

- ◆ Officer development is primarily an educational endeavor for company officers and chief officers. In California, the officer development curriculum is under the guidance of the Office of State Fire Marshal and consists of eight courses for company officers and ten courses for chief officers. (This curriculum is currently under review and is likely to change in the near future.) Usually these courses are offered through community colleges, the National Fire Academy or by private vendors.

***Fact:** There are 1,959 chief officers and company officers in the 27 fire departments that responded to the survey, most of whom need officer development training either as a Company Officer, Chief Fire Officer or Executive Fire Officer.*

- ◆ Specialized training covers those areas of training that do not involve the day-to-day emergency response of the fire departments such as hazardous materials response (HazMat) or urban search and rescue (US&R). Responses to these types of incidents are extremely risky and are classified by risk managers as high risk, low frequency, no-decision-time incidents and require intense specialized training, regular practice and timely recertification.

Specialized training also includes such specialties as swift water rescue, search and rescue, oil refinery, wildland fire and marine firefighting operations. In addition to the in-depth training for those who respond to these incidents, all firefighters need basic or awareness level and refresher training in order to participate and assist effectively and safely at these incidents. In some cases this basic training is part of the recruit training; nevertheless, ongoing refresher training still needs to occur.

This type of training requires specialized facilities, props, and instructors who are competent and current in their subject matter. Except for the two largest departments, none of the departments in the region has the depth of resources to maintain the training of the firefighters assigned to these specialized teams. Regional training is the only logical way to present this type of training.

***Fact:** There are 22 US&R units and 14 HazMat units in service in the region on a daily basis. These units are critical during a terrorism or disaster response.*

## Regional Fire Service Training Strategic Plan

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- ◆ Leadership training is focused on providing fire service leaders with the tools to be more effective leaders within their departments. Leadership training requires instructors with very specialized talents and credentialing.

***Fact:** As mentioned above, there are 1,959 chief officers and company officers in the 27 fire departments that responded to the survey, most of whom would benefit greatly by attending leadership training.*

- ◆ Command training includes training for regional Incident Management Teams (IMT) as well as training individuals for specific roles on IMTs. In addition to the essential position-specific training that membership on these teams requires, the teams themselves have to regularly go through team training and refresher training. According to the Target Capabilities List, “Onsite Incident Management is the capability to effectively direct and control incident activities by using the Incident Command System (ICS) consistent with the National Incident Management System (NIMS). The event is managed safely, effectively, and efficiently through the common framework of the Incident Command System. Command is generally a local/county or State responsibility.”<sup>5</sup> It further states, “Type III IMTs are standing teams of trained personnel from different departments, organizations, agencies, and jurisdictions within a State or metropolitan region, deployed within a State or region to manage or support incident management at incidents that extend beyond one operational period and possibly transition to a Type II or Type I IMT.”

***Fact:** Los Angeles County Fire Department has three Type III IMTs with 59 members per team. Los Angeles (City) Fire Department has one Type III IMT.*

In addition to the stair step training challenges identified above that all departments currently provide at varying degrees of success, a number of other challenges and opportunities face the fire service agencies in their quest to be prepared to perform their part in response and recovery from terrorism and disaster incidents:

- ◆ In some areas of the region, neighboring individual departments have taken the lead and coordinate their HazMat and US&R training and activities. On their own, fire departments in one or more areas are already conducting joint basic or advanced operations training; however, it is not known if it meets current

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<sup>5</sup> Target Capabilities List. A companion to the National Preparedness Guidelines, U.S. Department of Homeland Security, September 2007.

## Regional Fire Service Training Strategic Plan

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requirements. A patchwork of specialized training occurs all over the region, but it is event and risk specific.

- ◆ There are thirty-one fire departments in the region but only a few have received training support funding in the last 3 or 4 years and the remainder have seen very little in the way of funding or results from the funding. Primary funding in the region has gone to support HazMat, US&R and Terrorism Liaison Officer (TLO). There is no organized regional training program or process for these specialties or basic training. There have been efforts to secure facilities and to make funds available for their further development.
- ◆ Some funding has been specifically allocated for HazMat and US&R, but to date not all agencies have benefited from this funding and the training delivery for HazMat and US&R.
- ◆ The region's goal has always been to prepare regionally for a terrorism or disaster emergency response and recovery, before focusing on everyday emergencies.
- ◆ Six HazMat / US&R training sites have been approved and are under development. However, an examination of a map showing their location indicates an absence of sites in the northwest portion of the region.
- ◆ Even if all of the other elements were in place, there is a lack of registered instructors qualified to teach many of the subjects.
- ◆ Many of the specialized training courses require heavy logistical support in the way of equipment for the students to use consumables; for example, US&R training requires sheets of plywood, lumber for cribbing, and other supplies. Currently instructors purchase their own supplies and get reimbursed by the sponsoring agency for what they obtain.

### 2.4 GAP ANALYSIS AND CLOSURE NEEDS

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While there are many standardized training themes in the fire service and subject matter curricula, just saying “let’s standardize education and training” is far easier to say than to accomplish. The goal to train the region’s firefighters as if they were “one fire department” is a very credible goal. However, the survey data below, when combined with the information about the current limited quantity of regionally delivered training, means there is considerable work to do, over several years. This work will take start-up time and funding before economies of scale can be fully realized.

## Regional Fire Service Training Strategic Plan

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Some key data measures<sup>6</sup> indicate major gaps are present and need further refined research:

- ◆ There are 8,511 sworn fire service personnel in the region. At a minimum of 240 hours per year per person, 2,042,640 hours of education and training should be delivered annually.
- ◆ Presently there are 30 classrooms, which may appear to be enough if they were in the right locations, but the average travel time and distance that departments will permit in-service crews to travel is 25 minutes (8 miles) each way to a classroom. This means that not all of the region's crews can access a regional training site on-duty. Some parts of the region have an abundance of classrooms; other areas have few or none. Once detailed travel time planning is done, more facilities may have to be added.
- ◆ There are currently six regional training centers under development, which again may appear to accommodate the need for US&R and HazMat Training, but they are also concentrated in certain areas based on availability of land and resources such as props, towers, or classrooms already in place.
- ◆ Of the twenty-five US&R teams (22 heavy and 3 medium), many currently have to travel outside the county to attend any training that is open to any firefighter needing the training and meeting the minimum prerequisites. Open enrollment training is critical for the smaller departments that support US&R teams when they replace members due to attrition, because they do not have the resources to cost effectively train two or three firefighters at a time.<sup>7</sup> In addition, the US&R teams need ongoing refresher training to prevent skill degradation.
- ◆ HazMat training in California is currently under the jurisdiction of the California Emergency Management Agency (CAL EMA), specifically the California Specialized Training Institute (CSTI) in San Luis Obispo. CSTI determines whether a training site meets the criteria to present hazardous materials training. Every time CTSI approves a site it lessens the need to use their site in San Luis Obispo. Like the US&R teams, the fourteen HazMat teams have ongoing refresher training needs as well as the need to replace technicians and specialists due to attrition.

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<sup>6</sup> All data in this report is based on the web-based survey done in conjunction with this report. All 31 agencies were invited to participate in the survey; 27 responded. The data is based on the response of those 27 departments and represents the vast majority of the departments.

<sup>7</sup> It should be noted that when space is available, the large departments open the training to other agencies in the region.

## Regional Fire Service Training Strategic Plan

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- ◆ Other specialty response teams and individual skills such as swift water rescue, search and rescue, Terrorism Liaison Officer (TLO), oil refinery firefighting and marine firefighting all have special specific training needs and all have roles to play in terrorism attack and disaster response.
- ◆ As can be seen there is a need to train not only US&R teams and HazMat Teams, there is also a need to train all the firefighters so that they can safely support the teams and officers and chief officers so that they can safely and effectively command these teams as well as all the other moving parts in a major terrorist attack or disaster.
- ◆ The Regional Training Group will have to conduct detailed travel time planning to see if there are an appropriate number of classrooms and specialized facilities within a reasonable driving time of all fire companies.
- ◆ Even if there are enough basic classrooms, there are far fewer than 30 or more specialized training props for live fire training, technical rescue, hazardous materials, or incident command simulators.
- ◆ All of these specialties need to have their facility locations to fire crew on-duty travel times master planned. It is very likely that existing props will have to be expanded or modified to meet state standards and more specialized facilities will have to be acquired.
- ◆ Given the large number of subjects and the lack of a master database with credentialed instructors, this will also have to be a subject of a follow-up master plan to determine if enough appropriate instructors can be provided once facilities and crews are matched.
- ◆ Finally, there is the training administrative staff needed to handle all the administrative support duties required to operate a regional program. Some agencies assign training along with other duties to both staff and line personnel. Others have full-time training staff. Not all agencies with full-time training staff have appropriate clerical, purchasing, warehouse, supply delivery, and facility maintenance support. In a regionalized concept some of these employees will need to be collocated to facilitate day-to-day planning and communications. At present there are approximately 40 full-time training staff in the region. Without further detailed master planning to determine assignments and logistical support needs, there is no way to know at present what the correct or streamlined count over time could be.

Over 8,000 firefighters represent almost half of the state's career firefighters. Comprehending the size of the training task in the Los Angeles region means a considerable organized effort will

## Regional Fire Service Training Strategic Plan

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be necessary. Only by having a comprehensive strategic plan and implementation group can the region begin to rationally pull the various parts together. It will take time and it will take commitment by the member agencies.

The table below shows what is needed in the region for the fire service to provide more efficient and effective response to terrorist and disaster incidents:

Los Angeles Area Fire Chiefs Association

## Regional Fire Service Training Strategic Plan

**Table 3—Gap Analysis and Closure Needs**

Item	Potential Gap	Gap Impact	Supporting Reference	Potential Gap Mitigation(s)	Strategic Goals <sup>8</sup>
US&R Training; US&R Team Members	No <i>open enrollment</i> courses are currently offered in the LA Area. Most attend classes in Orange County or Ventura County.	Not all the US&R trained personnel have required core classes or need specialty training.  15 agencies maintain 22 Heavy and 3 Medium US&R Companies totaling approximately 150 firefighters.	State Regional Task Force Working Group; CAL EMA requirement	Provide the five core classes and specialty training and exercises with regional instructors.	Strategies A, B, and C
US&R Training for All Firefighters	No <i>open enrollment</i> courses are currently offered in the LA Area. Most attend classes in Orange County or Ventura County.	All individual firefighters should have Low Angle Rope Rescue Operational and Rescue Systems 1.  27 agencies have 8,511 firefighters, of which only less than 5% already have the training.	Homeland Security Strategic Plan – Provide adequate training, including, but not limited to, specialized training, to ensure capable response to any incident type.	Provide the two basic core classes and exercises with regional instructors.	Strategies A and C
HazMat Training for Team Members	No open enrollment in the core classes for training personnel.  All training is private sector provided. The region's goal is to provide the training internally.	State regulates curriculum through CAL EMA/CSTI; agency must meet this curriculum to train personnel.  14 HazMat Units; 4 are fully typed (certified), 4 in the process, totaling several hundred firefighters.	CCR Title 19; CCR Title 8 Section 5192	Provide 4 one-week classes for Technicians with regional instructors. Provide 6 one-week classes for Specialists with regional instructors.  Teams need exercises.	Strategies A and C
HazMat Training for Chief Officers	Some chief officer courses are being offered at local colleges, with limited success.	Not all chief officers have HazMat IC training; 24 hours of training is required for up to 223 Battalion Chiefs.	CCR Title 8 Section 5192	A 24-hour class for HazMat Incident Commander is required.  IC exercises in simulation.	Strategies A and C

<sup>8</sup> **Strategy** refers to the strategy in this Regional Training Plan that will resolve that issue. These are goals contained in the Homeland Security Strategic Plan and are listed as Goals K, A, and N, respectively.



## Regional Fire Service Training Strategic Plan

Item	Potential Gap	Gap Impact	Supporting Reference	Potential Gap Mitigation(s)	Strategic Goals <sup>8</sup>
HazMat Training for HazMat Safety Officer	Courses are being offered on a limited basis by OSFM.  Obtaining adequate enrollment to support a course is difficult.	A minimum of 42 HazMat Safety Officers are needed; should train three deep for attrition, vacation, etc.	CCR Title 19	Offer HazMat Safety Officer Course with regional instructors.	Strategies A and C
HazMat Training for All Firefighters	Limited open enrollment in the core course HazMat First Responder Operational (FRO) for Firefighters plus <i>continuing education</i> (CE).	All individual firefighters are required to have HazMat FRO plus <i>4 hours per year of CE</i> for all 8,511 firefighters.	SARA Title 3	Provide all firefighters with HazMat FRO and CE requirements with regional instructors.	Strategies A and C
Terrorism Awareness	Basic Terrorism Liaison Officer (TLO) and Advanced Terrorism Liaison Officer training needed.	Situational awareness is compromised by lack of training.	Homeland Security Strategic Plan – Provide adequate training, including, but not limited to, specialized training, to ensure terrorism situational awareness.	Provide Basic and Advance TLO Training.	Strategy A
Incident Management Team Training	Currently 3 local Type 3 teams are operational; need to train to create a redundancy that goes 3 positions deep totaling 540 personnel.	Attrition will create demand for new members and the creation of new teams will in turn create demand for new members. Current local teams have 58 members per team.  NIMS requires a minimum of nine members on a Type 3 IMT.	Target Capabilities List; NIMS Type 3 Team requirement	Open up IMT membership to local agencies for trainee positions.	Strategies A, B, and C
ICS Training	Fire Officer and Chief Officer considerations; NIMS – IS 700, IS 800, ICS 100–300 required for Company Officers and Chief Officers; ICS 400 for Chief Officers.	Not all fire officers and chief officers possess this training. 1,667 Company Officers and 312 Chief Officers possess this training.	NIMS Compliance Training for California. Meets SEMS requirements.	Training.	Strategies A, B, and C

## Regional Fire Service Training Strategic Plan

Item	Potential Gap	Gap Impact	Supporting Reference	Potential Gap Mitigation(s)	Strategic Goals <sup>8</sup>
Mass Casualty Incidents	Need to improve medical surge capacity and efficient patient handling at large scale incidents.	Currently there is a need for regional mass casualty incident training and exercises for at least the 1998 Firefighter Paramedics  In addition to paramedics, all firefighters need an aspect of this training from command to awareness.	Homeland Security Strategic Plan – Provide adequate training, including, but not limited to, specialized training, to ensure capable response to any incident type.	Training and exercises.	Strategies A, B, and C

## Regional Fire Service Training Strategic Plan

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Thus integrated regional training fulfills three important fire service needs:

- ◆ Provides for interoperable, consistent, common training and standards for multi-agency operations in disasters as well as daily mutual aid response.
- ◆ By taking advantage of the economies of scale, lowers the training costs per firefighter.
- ◆ Maximizes the utilization of the costly training sites and consumable supplies by centralizing coordination of training and logistical support.

## Regional Fire Service Training Strategic Plan

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### 3—VISION, VALUES, MISSION STATEMENT, AND GUIDING PRINCIPLES



#### 3.1 VISION STATEMENT

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Create and operate a nationally recognized regional training and education program. This will be accomplished by:

- ◆ Maintaining consistency within the objectives of the LA/LB/LAC Urban Area Homeland Security Strategic Plan
- ◆ Promoting trust and achieving interoperability between all partner agencies
- ◆ Training the region's fire service members to act as one
- ◆ Using collaborative efforts to share resources in providing preparedness training
- ◆ Striving to comply with mandated and recognized standards
- ◆ Developing a governance structure that ensures an equitable and sustainable level of cost-effective standardized training.

#### 3.2 VALUES OF THE REGIONAL TRAINING GROUP

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As members of the Regional Training Group, participants are dedicated to the following Values:

##### ***ACCOUNTABILITY***

We will be good stewards of the public trust, ensuring efficiency and transparency. We will provide an open and honest review process with the ability to make appropriate modifications to meet the needs of our members and fulfill our training mission.

## Regional Fire Service Training Strategic Plan

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### ***INTEGRITY***

As we train our members, we will take personal responsibility and will have the courage to conduct ourselves in an open, honest, and ethical manner.

### ***TEAMWORK***

We will train as a team, combining all the unique qualities and experience of the individual; working toward the common goal of standardized training.

### ***INNOVATION***

As we train to meet our current needs, we will keep an eye on the future to enable us to anticipate and adapt; embracing change to meet our future responsibilities.

### ***PROFESSIONALISM***

We will exhibit high standards of competence and character as we perform our duties with pride and honor.

### ***COMMITMENT***

We pledge to safely train our members to regional standards and understand our obligation to our organizations and the associated communities we serve.

### ***FAIRNESS***

We understand the responsibility to promote and provide a fair and equitable training system to all our members.

### **3.3 MISSION STATEMENT**

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The Mission of this Regional Fire Service Training Strategic Plan is to provide the highest quality, innovative education and training to the region's fire service members through safe, cooperative, sustainable, and equitable partnerships in a consistent, efficient and effective manner.

### **3.4 GUIDING PRINCIPLES**

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There are 31 stakeholder fire agencies in the Los Angeles County Operational Area. These agencies employ over 8,000 firefighters and 2,000 civilian personnel. In addition, there are many different agencies, organizations, and special interest groups that are stakeholders to the Mission and Vision of the Regional Training Group's Training Strategic Plan, including fire labor, community colleges, cooperating agencies and the public being served. The following Guiding Principles are the initial points of agreement between the fire department stakeholders and are essential for the planning process. The components of this plan will:

## **Regional Fire Service Training Strategic Plan**

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1. Provide a structure for the regional delivery of standardized training
2. Ensure equitable access to training among all departments
3. Identify the regional training sites
4. Institute regional training site specifications
5. Establish regional delivery and coordination of specialty certifications and recertification
6. Advocate appropriate use of new technologies to train, educate and coordinate the region's fire service agencies
7. Identify new possible partnerships and best practices in multi-agency shared fire services
8. Establish baseline standards for all ranks from firefighter through executive officer that meet current national standards
9. Include a process to meet the information needs and bolster communications between the stakeholders
10. Develop a business case for training using metrics
11. Define and describe implementation timelines
12. Identify the means to capture funds for resources, recover costs, share revenue and sustain funding.

## **4—STRATEGIC BUSINESS MODELING**



Section Intent: “Strategic Business Modeling is the Applied Strategic Planning stage in which the planning group creates a detailed picture of the ideal future for the organization.”<sup>9</sup> The Planning Work Group used the Guiding Principles, Vision, Values, and Mission Statement in addition to the strategies that came from the Homeland Security Strategic Plan as the beginning point to analyze and develop business models for regional fire service training. The stakeholders selected 2016 as the target year.

Using this background the Planning Work Group developed a detailed picture of the future of fire service training in the Los Angeles region that included the following five parts:

1. The major lines of business that the LARTG will organize and deliver
2. The critical success indicators that will be used to track the success in reaching these goals
3. The strategic thrust or internally focused changes necessary for the LARTG to meet its ideal future
4. The organizational culture necessary to achieve this ideal future
5. Any revision to the Mission Statement that might occur as a result of this more detailed picture of the future of fire service training in the region.

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<sup>9</sup> Nolan, Timothy M. et al. Applied Strategic Planning: An Introduction. John Wiley and Sons. San Francisco, 2008.



## Regional Fire Service Training Strategic Plan

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The Planning Work Group used the results of the business modeling across the major lines of desired services to develop actionable, specific and measurable goals and objectives that form the complete Integrated Action Plans.

The strategies in this plan were developed concomitant with the three training goals identified in the Los Angeles/Long Beach Urban Area – Los Angeles County Operational Area Homeland Security Strategic Plan. In this plan these are:

*Goal A: Collaboration and Program Support*

*Goal K: Responder Capabilities*

*Goal N: Training and Exercising*

In the RTG Strategic Plan they are identified as:

*Strategy A: Responder Capabilities*

*Strategy B: Collaboration and Program Support*

*Strategy C: Training and Exercising*

The specific goals and objectives by key strategy will follow in Sections 6-8 after these business models are listed:

## Regional Fire Service Training Strategic Plan

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### 4.1 STRATEGY A – RESPONDER CAPABILITIES

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*Maintain and improve responder capabilities to respond and recover from all hazards.*

#### 4.1.1 Sustain and Enhance Responder Capabilities

##### *Major Lines of Business*

Deliver training to first responders and other personnel that sustain and enhance their capabilities in a safe and effective manner.

##### *Critical Success Indicators*

- ◆ A cohesive plan for equitable, effective training deliveries throughout the region that accomplishes the following:
  - Utilizes all regional training centers.
  - Maintains a balanced curriculum inclusive of the entry-level firefighter, the experienced firefighter, apparatus operators, officer development, and leadership courses.
  - Includes a curriculum that benefits other personnel assigned to perform critical functions that sustain and enhance operational success.
- ◆ A records management system that reports out the delivery of training.
- ◆ Staff and instructor training to ensure understanding, identify procedures, and define expectations to enable them to be participants in the success of the collaborative effort.

##### *Strategic Thrusts*

- ◆ A transition to a system where all departments in the region will utilize common basic elements of training:
  - Adoption of standard procedures such as in the ICS Field Operations Guide (FOG).
  - Adoption of state and nationally recognized best practices.
  - Agree on a single set of training manuals for each given subject area.
  - Adopt administrative procedures for the operation of the training centers.
  - Development of training for staff and instructors.

## Regional Fire Service Training Strategic Plan

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### *Organizational Culture*

This strategy entails a culture that values acceptance and inclusion of every participant in all training activities. This will require leadership at every level.

### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.1.2 Institute and Sustain a Health and Safety Component to Fire Service Training

#### *Major Lines of Business*

Develop a safety culture.

#### *Critical Success Indicators*

- ◆ All training provided by the RTG will meet required and established safety standards and safe practices.
- ◆ A certified/qualified instructor will include safety as a component of training.
- ◆ The safety component will be evaluated at the end of each training course.

#### *Strategic Thrusts*

- ◆ Instructors will be qualified and certified in their respective areas of discipline.
- ◆ The curriculum will be reviewed to ensure a consistent health and safety message.
- ◆ Each training site will be inspected to verify that all tools, equipment, and safety features are functioning properly.
- ◆ The RTG needs to collectively embrace the importance of safety in concept and practice.
- ◆ Safety/training records will be maintained by the RTG.
- ◆ Department safety officers will assist the RTG with safety evaluations of regional training sites on an ongoing basis.
- ◆ An RTG assigned “safety officer” will review course content ensuring that all safety measures are addressed.
- ◆ Course student evaluations will include a question(s) regarding the success in meeting health and safety concerns during training.

#### *Organizational Culture*

A true safety culture needs to emerge in the RTG. This safety culture will be modeled and enforced by all RTG instructors and staff.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2 STRATEGY B – COLLABORATION AND SUPPORT

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*Define expectations for regional support, establish norms for interaction, define shared program goals, establish program metrics, and foster additional support.*

#### 4.2.1 Establish a Sustainable Governance Model

##### *Major Lines of Business*

A governance model that will initially oversee the administrative and financial responsibilities of the Los Angeles Area Regional Training Group (RTG) is the first line of business for regional training.

##### *Critical Success Indicators*

There are three components to a successful governance of the RTG, they are:

- ◆ A business plan for the operation of the RTG that incorporates the following components at a minimum:
  - Development of a legal framework and by-laws.
  - Equitable contribution and distribution of funding.
  - Representation from multiple agencies.
  - Development an organizational structure and chart.
- ◆ Establishment of the organization including assignment of officers and duties.
- ◆ Establishment of a Board of Directors and Policy Setting Criteria.

##### *Strategic Thrusts*

Over time, member agencies will transition from individual training authority, responsibility, and accountability to a regional approach.

##### *Organizational Culture*

This strategy will lead to a culture that embraces the regional training concept and recognizes the value in standardized training across the region.

##### *Revised Mission Statement*

This strategy supports the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2.2 Form a Joint Powers Authority Agreement

#### *Major Lines of Business*

Establish a Joint Powers Authority (JPA) or similar organizational relationship that will assume legal authority to administer the operation of the Regional Training Program.

#### *Critical Success Indicators*

- ◆ The members of the RTG agree to a structural form of association such as a Joint Powers Authority (JPA), this will be accomplished by:
  - Reviewing the established JPAs of other agencies and identifying problems/successes of established JPAs.
  - Listing the components of a JPA that are desirable for the RTG.
  - Convening a meeting of city attorneys and county counsel offices to develop the JPA Agreement (JPAA).
- ◆ Participating Agencies agree to join the JPA.
- ◆ The JPA administers the Regional Training Program and provides the necessary legal framework for financial control, liability, logistical support, and operations.

#### *Strategic Thrusts*

- ◆ Agency support of a JPA includes the following:
  - Sharing resources with all members of the JPA (training sites, classrooms, instructors).
  - Securing, sharing, and administering all regional training funding.
  - Employing staff, establishing administrative and training facilities, and providing logistical support to the Regional Training Program.

#### *Organizational Culture*

- ◆ This strategy will require a fundamental change of thinking by the participating agencies from individual stand-alone training to a regionally supported and administered training program.
- ◆ The establishment of a JPA to administer the Regional Training Program will help bring about a culture that promotes and understands the value in regional training and standardization.

#### *Revised Mission Statement*

This strategy supports the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2.3 Identify Technical Advances that can Enhance the Region's Gathering and Sharing of Information

#### *Major Lines of Business*

The RTG will research and implement ways in which to gather and disseminate information to the regional fire departments.

#### *Critical Success Indicators*

- ◆ Robust systems are defined, developed, and established that provide the means to enhance the flow of information between regional training providers and regional training users.
- ◆ Information including course announcements, training reports and records, training calendar, and other information concerning regional training is readily available to all agency personnel.
- ◆ The systems take advantage of the latest reliable technology available and reasonable in cost.

#### *Strategic Thrusts*

- ◆ Research innovative ways in which to broadcast information to all the participating agencies. This will be accomplished by:
  - Investigating and evaluating the systems that may already be in place.
  - Determining the most effective methods for the dissemination and/or collection of information.
- ◆ Recommend one or more methods of gathering, disseminating, and circulating information. These methods may include use of Internet sites, email, social media, print media, and microwave/tele-video conferencing.

Many of the forms of information dissemination are already being utilized.
- ◆ Ease of use will be a criterion for the adopted system.

#### *Organizational Culture*

This strategy will support a regional culture that is open to other types of information dissemination to and from central points, utilizing all methods. This strategy will enhance a regional perspective among the participating agencies and break down barriers.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.



## Regional Fire Service Training Strategic Plan

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### 4.2.4 Develop a Marketing Plan to Foster Additional Support and Communicate the Training that is Being Delivered

#### *Major Lines of Business*

Market and promote the RTG to participating agencies, governmental bodies, State and Federal elected officials, and the public.

#### *Critical Success Indicators*

- ◆ The JPA is in place to oversee and administer the Regional Training Programs.
- ◆ The Regional Training Program is validated and supported politically and financially by the participating, cooperating, and assisting agencies.
- ◆ The participating agencies support the Regional Training Program by their willing participation as administrators, instructors, and students.
- ◆ The Regional Training Program receives statewide and national recognition for its effectiveness, efficiency, and training value.

#### *Strategic Thrusts*

- ◆ All participants at all levels value the necessity of marketing the Regional Training Programs.
- ◆ Regional training governance, staff, and instructors are trained in marketing and public relations.
- ◆ Sound business practices will promote the case for regional training.
- ◆ Participation at some level by all agencies in regional training will be essential to marketing within the region.
- ◆ Staff will be sensitive to opportunities to promote the value in inter-agency training.

#### *Organizational Culture*

The participating agencies recognize the value of marketing the Regional Training Program by transitioning to a culture that understands the importance of internal/external customer relations and public perception.

#### *Revised Mission Statement*

This strategy supports the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2.5 Establish and Maintain a Regional Training and Exercise Plan

#### *Major Lines of Business*

The RTG provides ongoing regional preparedness training, exercises, and emergency management training that coalesces stakeholders in their abilities to provide enhanced key capabilities throughout the region.

#### *Critical Success Indicators*

- ◆ Utilizing Homeland Security Exercise and Evaluation Program (HSEEP) principles develop a training and exercise plan for the region.
- ◆ Deliver an all-hazard fire service training and exercise plan that ensures resource readiness and cohesiveness in the region.
- ◆ The RTG will establish and maintain a working group to manage regional exercise training events; this group will:
  - Generate strategic playbooks for terrorist attacks and disasters.
  - Develop an annual regional training and exercise calendar addressing an all-hazard training program.
  - Oversee and administer all training as it occurs.
- ◆ The RTG will develop and maintain a regionally accepted records management system (RMS) to record, track, and report all training and education through the regional system.
- ◆ Ultimately, the RMS should be robust enough to be used by all participating agencies for locally administered training and education.

#### *Strategic Thrusts*

- ◆ Designate one agency representative from each regional training center to serve on a training and exercise working group.
- ◆ Identify and prioritize terrorist attack and disaster regional training exercises for inclusion in the plan.
- ◆ Through a playbook develop training scenarios.
- ◆ Incorporate a training and exercise calendar into the online Regional Training website.

## Regional Fire Service Training Strategic Plan

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### *Organizational Culture*

A commitment to participate, comprehending the value of large-scale training, and an enthusiastic effort to engage will create the culture necessary for success. Through a cooperative effort, endorsed by executive support, innovative training and exercise plans will elevate interoperability agency preparedness in the region.

### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2.6 Develop Administrative and Logistical Support Facilities

#### *Major Lines of Business*

Develop and operate a business office and supply caches that will support the efforts of the Regional Training Program.

#### *Critical Success Indicators*

- ◆ A business office that will:
  - Provide adequate space, staff, and office equipment to handle financial (funding) issues.
  - Manage records and reports.
  - Schedule facilities and classrooms; advertise courses.
  - Provide and support instructors.
  - Maintain a library of instructional materials and references.
- ◆ Supply caches at each regional training facility that maintain an adequate stock of the necessary training supplies and materials so that instructors will find them readily available.
- ◆ A logistical support system that provides required materials at the regional training centers.

#### *Strategic Thrusts*

- ◆ Transition from independent agency support of individual facilities to regional support of regional facilities. This change will affect the following significant fields:
  - Funding
  - Staffing
  - Logistics
  - Participation.

#### *Organizational Culture*

Support the regional training system with staff, office space, supply caches and a logistics system to facilitate regional training.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.2.7 Verify and Institute a Method to Maximize Collaboration with Other Stakeholders

#### *Major Lines of Business*

The Los Angeles Area Fire Chiefs Association (LAAFCA) will provide a mechanism within the RTG framework to:

- ◆ Identify regional stakeholders (i.e., grant administrators, concerned labor groups, State Fire Marshal, local colleges, etc.).
- ◆ Work closely with stakeholders to address their interests in the sustained delivery of quality fire service training within the Regional Training Program.

#### *Critical Success Indicators*

- ◆ Communication and frequent meetings by the RTG administrators with all of the identified primary stakeholders will be instrumental in establishing and maintaining the most efficient level of collaboration.
- ◆ When appropriate, stakeholder issues will be forwarded through the organizational framework and include periodic updates to the governance body.
- ◆ Periodic evaluations from the various stakeholders will help to ensure collaboration.
- ◆ Staff and instructor training will provide an understanding, identify procedures, and define expectations for the success of the collaborative effort.

#### *Strategic Thrusts*

- ◆ Frequent meetings and communications with all stakeholders.
- ◆ The interests of all stakeholders must remain a priority.
- ◆ Interdependency must be maintained to be successful.

#### *Organizational Culture*

Transition to a regional approach with other stakeholders and identify areas of common interest.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.3 STRATEGY C – TRAINING AND EXERCISING

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*Ensure training and exercises are conducted to support key plans and capabilities in each jurisdiction.*

#### 4.3.1 Develop a System of Operational Interoperability for Regional Coverage

##### *Major Lines of Business*

The RTG will strive to act as one.

##### *Critical Success Indicators*

- ◆ Adopt the FIREScope Field Operations Guide as the foundational operations document.
- ◆ In a collaborative effort, all regional partners will develop standardized policies and procedures through:
  - Establishing a work group
  - Gathering and reviewing existing departmental procedures
  - Reaching a consensus on procedures
  - Scheduling tactical exercises for the evaluation of the procedures.
- ◆ Adopt the recommended procedures.
- ◆ Where appropriate make recommendations to the FIREScope Task Force for amendments, modifications or changes to the current FOG.
- ◆ Deliver training for the adopted procedures to all participating agencies.

##### *Strategic Thrusts*

- ◆ Create a trusting environment by providing strong leadership for the delivery of adopted procedures.
- ◆ Regional partners will work as a team with a common purpose of standardizing training, which will ultimately result in standardized operations.

##### *Organizational Culture*

Have an open-minded professional approach to new ideas. This will require leadership at every level.

##### *Revised Mission Statement*

This strategy enhances the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.3.2 Determine, Develop, and Maintain the Appropriate Training Delivery Model

#### *Major Lines of Business*

Deliver fire service training to participating agencies under the direction of the RTG.

#### *Critical Success Indicators*

- ◆ Instructional delivery that utilizes the appropriate model. This may be driven by course requirements, travel time and distance, facility availability, required prop(s) and delivery cost including, but not limited to, the following:
  - Delivery in station or at work site.
  - Online, satellite or microwave technology delivery system.
  - Satellite classroom or location where appropriate props are available.
  - Regional training center.

#### *Strategic Thrusts*

- ◆ Survey the current training models in use by all the departments.
- ◆ List and evaluate all the possible training and education delivery models.
- ◆ Develop a matrix that displays the appropriate delivery system(s) against specific training needs.
- ◆ Recommend delivery methods for types of instruction.
- ◆ Determine the infrastructure needs (type of training model) of individual departments so that they can participate in regional training.
  - Determine cost if a department wishes to utilize a form of delivery model they do not already have.
- ◆ Seek out funding sources to develop delivery models.
- ◆ Seek out internally focused changes necessary to participate in the Regional Training Program.

#### *Organizational Culture*

This strategy will create a regional culture that is open to other modes of delivery than previously done before.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.



## Regional Fire Service Training Strategic Plan

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### 4.3.3 Identify, Categorize, and Develop Regional Training Centers

#### *Major Lines of Business*

Deliver fire service training to participating agencies under the direction of the RTG.

#### *Critical Success Indicators*

- ◆ Categorize and catalog the training to be presented at each training center.
- ◆ Complete the development and redevelopment of the current six regional training centers to fulfill their preparedness missions related to:
  - Terrorism
  - Weapons of Mass Destruction (WMD)
  - Hazardous Materials (HazMat)
  - Urban Search & Rescue (US&R)
  - Other training as identified by the RTG.
- ◆ Identify the need for additional regional training centers.
- ◆ Develop additional sites as needed to ensure equitable availability.

#### *Strategic Thrusts*

- ◆ Establish an equitable distribution model for state and federal grant funds to the six regional sites from the 31 regional fire service agencies.
- ◆ Require regional standardization of Hazardous Materials, Urban Search and Rescue Training and other curricula as it is developed or used for instruction.
- ◆ Develop a regional training center operational and maintenance cost funding plan.
- ◆ Adopt administrative procedures for the operational and maintenance costs of the regional training centers.
- ◆ Establish a RTG approved and credentialed training cadre for each of the six regional training centers.

#### *Organizational Culture*

Consistent and standardized training for the regional partners will better prepare the regional fire service for terrorist and catastrophic events.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.3.4 Create and Maintain a Curriculum Catalog

#### *Major Lines of Business*

Deliver fire service training to participating agencies under the direction of the RTG.

#### *Critical Success Indicators*

- ◆ Comprehensive regional fire service training is established.
- ◆ Develop an RTG course catalog that provides course descriptions, prerequisites, locations, instructors, and other information. This catalog should be:
  - Available online
  - Updated quarterly or as necessary.
- ◆ The catalog will assist the RTG to develop courses and instructors.

#### *Strategic thrusts*

- ◆ Prioritize and standardize regional courses/training based on survey data and make recommendations to the RTG:
  - RTG to consult with the LAAFC and approve curriculum.
- ◆ Launch online regional website.
- ◆ Update and maintain the RTG course catalog.

#### *Organizational Culture*

Personnel will use the RTG course catalog as a means of obtaining needed training.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.3.5 Identify, Categorize, and List Instructors

#### *Major Lines of Business*

Deliver fire service training to participating agencies under the direction of the RTG.

#### *Critical Success Indicators*

- ◆ Develop the qualifications for instructors.
- ◆ Identify and roster qualified instructors.
- ◆ Maintain the instructor roster to ensure qualifications and availability.

#### *Strategic Thrusts*

- ◆ Identify all currently accredited instructors who meet RTG qualifications.
  - Evaluate the State Fire Marshal website instructor registry.
- ◆ Institute an instructor development program.
  - Identify and recruit new instructors.
  - Develop an instructor training track.
  - Provide assistance to instructor trainees.
  - Solicit individual department recruitment.

#### *Organizational Culture*

This strategy will support high quality and excellence for RTG instructors.

#### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## Regional Fire Service Training Strategic Plan

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### 4.3.6 Coordinate Regional Training

#### *Major Lines of Business*

Deliver fire service training to participating agencies under the direction of the RTG.

#### *Critical Success Indicators*

- ◆ Develop RTG administrative controls.
- ◆ Utilize RTG course catalog.
- ◆ Determine the appropriate training center for delivery.
- ◆ Move-up and cover plan for training as needed.
- ◆ Establish a student and/or agency selection process by:
  - Individual
  - Company
  - Shift
  - Task Force
  - Agency.
- ◆ Select and notify both student and agency of training.
- ◆ Delivery of courses to the fire service.
- ◆ Conduct follow up / evaluation of training.

#### *Strategic Thrusts*

- ◆ Ensure equity in training for all regional partners.
- ◆ Develop individual competencies for safe operations.
- ◆ Develop company or task force competencies.
- ◆ Develop large scale regional incident management training for all-hazard incidents:
  - Terrorism
  - Weapons of Mass Destruction (WMD)
  - Hazardous Materials (HazMat)
  - Urban Search & Rescue (US&R)

## Regional Fire Service Training Strategic Plan

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- Other types of major incidents.
- ◆ Develop regional command level training.

### *Organizational Culture*

This strategy will foster an environment of cooperation and equity for all members of the fire service in the region.

### *Revised Mission Statement*

This strategy is consistent with the Mission Statement.

## **5—STRATEGIES AND GOALS**



### **5.1 PLAN STRATEGIES**

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Developing strategies is where the plan creates the detailed picture of the ideal future for the organization. This Strategic Plan targets an agreed-on year (in this case 2016) and specifies the best possible picture of what the future might be at that time. Moreover, the plan articulates this future in understandable, measureable, and trackable terms.<sup>10</sup>

The strategies in this plan were developed concomitant with the three training goals identified in the Los Angeles/Long Beach Urban Area – Los Angeles County Operational Area Homeland Security Strategic Plan. In this plan these are:

*Goal A: Collaboration and Program Support*

*Goal K: Responder Capabilities*

*Goal N: Training and Exercising*

In the RTG Strategic Plan they are identified as:

*Strategy A: Responder Capabilities*

*Strategy B: Collaboration and Program Support*

*Strategy C: Training and Exercising*

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<sup>10</sup> Nolan, Timothy M. et al. Applied Strategic Planning: An Introduction. John Wiley and Sons. San Francisco, 2008.

## Regional Fire Service Training Strategic Plan

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Thus the Goals of the Homeland Security Strategic Plan become the overarching strategies for the Regional Training Strategic Plan and carry out at a more finite level the Vision of the parent document. The Strategic Business Modeling described in the previous section is the process whereby the goals for this plan were developed.

Using the three strategies identified above, the Strategic Planning Work Group developed and analyzed a series of goals consistent with the goals developed by the stakeholders and that seemed appropriate for the to meet the Mission and Vision of the project. Each goal had to fit into a major line of business for the RTG; there had to be critical success indicators, identified strategic thrusts, an examination of the effect of the goal on the organizational structure, and finally an evaluation of the goal's consistency with the Mission Statement. The exercise was a necessary step to ensure that the selected goals would be steering the plan and ultimately the organization in the intended direction.

Once the strategies were selected and the goals identified, the Strategic Planning Work Group conducted a performance audit with gap analysis and closure analysis to see where the organization was currently and what *needed to be done* for the organization to get to where it wants to be in the future.

### 5.2 GOALS

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Using the process of strategic business modeling, for each of the strategies developed from the stakeholder and environmental scan steps the Work Group established goals. These goals are identified as:

- ◆ *Immediate Action Items* – goals with objectives to be completed in the first year of the plan;
- ◆ *Midrange Action Items* – goals with objectives to be completed in the second and third year of the plan;
- ◆ *Long-term Action Items* – goals with objectives to be completed in the next three to five years of the plan.

As time passes and immediate goals and objectives reach completion, midrange goals and objectives become immediate and some long-term goals and objectives move into midrange.

## Regional Fire Service Training Strategic Plan

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### 6—STRATEGY A – RESPONDER CAPABILITIES<sup>11</sup>

#### 6.1 OVERVIEW

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*This plan will maintain and improve fire agency responder capabilities to respond and assist communities in recovering from all-hazard emergencies.*

The capacity of responders to do their jobs well is in part due to the tools, equipment and specialized education and training they have received. This strategy and the goals below ensure a careful look at meeting the specific needs of regional fire service responders.

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<sup>11</sup> Los Angeles/Long Beach Urban Area, Los Angeles County Operational Area Homeland Security Strategic Plan. December 2010. p. 9 Goal K



## Regional Fire Service Training Strategic Plan

### Goal A1: Sustain and enhance responder capabilities

*Deliver current solid realistic ongoing verifiable training in a safe and effective manner.*

Objectives	Timeframe*		
	IM	MR	LT
A1.1 Research, identify and select a records management system to be utilized by all agency participants for financial records, logistical support, and other purposes, as well as training needs.	■		
A1.2 Design an initial plan to utilize the regional training centers for training focused on Hazardous Materials and Urban Search and Rescue training.	■		
A1.3 Construct and conduct a comprehensive training needs assessment for the region.	■		
A1.4 Train regional training staff and instructors on procedures and define expectations to enable the success of the collaborative efforts.		■	
A1.5 Design a comprehensive plan for equitable, effective education and training delivery throughout the region that utilizes all available delivery systems and all identified regional training centers, sites, or facilities in the region. This comprehensive plan will include a balanced curriculum inclusive of the entry-level firefighters, experienced firefighters, apparatus operators, officer development, and leadership courses. This curriculum will also benefit other personnel assigned to perform critical functions that sustain and enhance operational success.			■
A1.6 Update the comprehensive plan for equitable, effective education and training deliveries throughout the region based on experience using the plan on an ongoing basis.			■

\*Note: IM = Immediate; MR = Midrange; LT = Long-Term

### Desired Outcomes

- A plan will be created that encompasses a regional approach that is fair and equitable to all agency participants, their personnel and to other stakeholders.

## **Regional Fire Service Training Strategic Plan**

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- A centralized training database will be established for all participating agencies to utilize that provides input of records and an output of reports for services delivered.
- Regional training staff and instructors will receive initial and continuing education to reinforce the accomplishments of a shared vision of a Regional Training Program.

## Regional Fire Service Training Strategic Plan

### **Goal A2: Institute and sustain a responder Health and Safety component to fire service training**

*Develop and sustain an organizational culture focused on health and safety for all regional training.*

Objectives	Timeframe		
	IM	MR	LT
A2.1 All training provided by the RTG will meet required local, state, and national safety standards and best practices.	■		
A2.2 A certified/qualified instructor will include safety as a component of training.	■		
A2.3 A member of the RTG staff will be assigned as the regional program safety officer.	■		
A2.4 RTG safety officers / course instructors will evaluate the safety component after each training session.	■	■	

### **Desired Outcomes**

- The fire service has existing standards in place that address the safety and well being of each member. These existing standards and best practices will be addressed as part of all regional training.
- Each instructor will include health and safety as part of all training and exercise presentations.
- A health and safety evaluation will take place at the completion of all training and exercises. All safety violations and hazard identification will be noted for future session training.

## Regional Fire Service Training Strategic Plan

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### 7—STRATEGY B – COLLABORATION AND PROGRAM SUPPORT

#### 7.1 OVERVIEW

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*This strategy will define expectations for regional training support, establish norms for interaction, define shared program goals, establish program metrics, and foster the additional support the plan requires.*

“The LALBUA and LACOA Approval Authorities represent many of the same members who have collaborated on initiatives since 2005. This collaboration, however, has been informal, as grant program authorities have yet to develop formal policies, procedures, or communications among sponsors and stakeholders. This [strategy]...formally establishes and supports the existing working relationships throughout the Operational Area, improves accountability for program outcomes, and fosters better communication of program information to sponsors and stakeholders.”

## Regional Fire Service Training Strategic Plan

### Goal B1: Establish a governance model

*Establish the governance model and structure for the Regional Training Program.*

Objectives	Timeframe		
	IM	MR	LT
B1.1 Utilizing the current RTG Board as the starting point, adopt an interim set of by-laws for governance of the Regional Training Program.	■		
B1.2 Using examples from other organizations of a similar nature develop a set of by-laws for the governance of the Regional Training Program and present it for approval by the LAAFCA.	■		
B1.3 Upon approval by the LAAFCA, govern the regional fire training program in accordance with the by-laws.	■		
B1.4 As the organization gains experience in conducting regional training, review and change the governance model as needed.		■	

### Desired Outcomes

- Regional training activities require guidance and oversight that reflect the desires of the stakeholders.
- A governance model will enable the RTG to function in a business-like manner.

## Regional Fire Service Training Strategic Plan

### Goal B2: Form a Joint Powers Authority

*Establish a Regional Joint Powers Authority (JPA) comprised of member agencies to manage the Regional Training Program.*

Objectives	Timeframe		
	IM	MR	LT
B2.1 Using existing Joint Powers Agreements as the templates, draft the requirements for a Joint Powers Authority (JPA) to administer the Regional Training Program. (The stakeholders identified a JPA as the best-fit administration model to deliver regional training.)	■		
B2.2 Retain legal counsel to develop a draft agreement that meets the requirements to administer the Regional Training Program.	■		
B2.3 Develop an implementation plan to obtain approval for the JPA from the involved jurisdictions.	■		
B2.4 Obtain approval from the jurisdictions.	■		
B2.5 Administer the Regional Training Program under the JPA.	■		

**Synopsis:** A joint powers agreement that encompasses all 31 fire service agencies in the Los Angeles Operational Area will provide a legal framework for regional training including hold harmless protection, financial accountability and logistical support as well as an agreed-to equitable framework for funding the training programs.





#### Desired Outcome

- A JPA will provide the necessary legal framework to carry out the work of the Regional Training Program.

## Regional Fire Service Training Strategic Plan

### **Goal B3: Identify technical advances that can enhance the region's gathering and sharing of information**

*Identify and develop the appropriate technologies to collect, disseminate and deliver information for training and education that strengthens the spirit of collaboration and service excellence.*

Objectives	Timeframe		
	IM	MR	LT
B3.1 Research new methods to gather and disseminate information to regional fire departments using technology.			
B3.2 Report back with recommendations for improvements and changes.			
B3.3 Develop a “central repository” to disseminate information about fire service training and education events including local classes, training programs, education and other scheduling information.			
B3.4 Enhance the current ability and develop new means for fire agencies to access quality training and education programs for local delivery.			

### **Desired Outcomes**








- Collaboratively provide state and nationally recognized fire, rescue and EMS training and educational information to all of the participating agencies.
- Enhance the ability for fire agencies to access quality training and education programs for local delivery.

*By its very nature, the character of this goal will evolve as needs and technology changes. It is recommended that this goal and its objectives be reviewed (and updated as needed) on an annual basis in order to ensure consistency with the Vision, Values, and Strategies.*

## Regional Fire Service Training Strategic Plan

### Goal B4: Develop a marketing plan to foster additional support

*Develop a marketing plan to promote the Regional Training Program to participating agencies, governmental bodies, state and federal elected officials and the public through business meetings, print and audio/visual media. Communicate the marketing plan to all stakeholders.*

Objectives	Timeframe		
	IM	MR	LT
B4.1 Describe the Regional Training Program to all stakeholders.			
B4.2 Develop multi-media materials for the staff, participants, and stakeholders to use for marketing.			
B4.3 Paraphrase and differentiate to all stakeholders the established governance model and Joint Powers Authority Agreement.			
B4.4 Describe to agency leadership how the governance model and Joint Powers Authority's sound business practices will promote the case for regional training.			
B4.5 Identify to all stakeholders the need for political and financial support of all participating agencies.			
B4.6 Describe to all stakeholders how multi-agency support is accomplished by participation as administrators, instructors, and students.			
B4.7 Relate to all stakeholders the statewide and national recognition as a best-practice model for Regional Fire Service Training.			

### Desired Outcomes

- The Regional Training Plan and its leadership will be effectively promoted and marketed to all participating agencies, government bodies, elected officials, and the public.
- There will be ongoing communication through meetings with the agencies and other stakeholders to market/promote the Regional Training Group.
- Printed/audio-visual media will be developed to support the marketing plan.



## Regional Fire Service Training Strategic Plan

### **Goal B5: Establish and maintain a regional training and exercise plan**

*Establish an education, training, and exercise plan that provides the regional fire agencies with the needed preparedness, command and deployment, and emergency management training to unite those participating agencies and enhance their key service delivery operational capabilities.*

Objectives	Timeframe		
	IM	MR	LT
B5.1 Establish a working group with a representative from each training center to manage regional education, training, and exercises.	■		
B5.2 Develop a regional education, training and exercise plan utilizing the Homeland Security Exercise and Evaluation Program (HSEEP) training plan development principles.	■		
B5.3 Identify and purchase a state-of-the-art Records Management System to record, track, and report training and education for the region.	■		
B5.4 Develop a Regional Training Group website with an annual training calendar that lists all available regional training.	■		
B5.5 Develop strategic operational playbooks for all identified natural and technical disasters to be used for the Regional Training Program.		■	
B5.6 Deliver all-hazard fire service education, training, and exercises that emphasize resource readiness and multi-agency cohesiveness for the region.		■	
B5.7 Utilize and maintain a state-of-the-art Records Management System to record, track, and report training and education for the region.		■	
B5.8 Utilize the Records Management System by all participating agencies for their locally administered training and education as well as regional training.			■

#### Desired Outcome

- There will be a regional education, training, and exercise plan that includes delivery of all-hazard fire service education, training, and exercises managed by the JPA logistical support team using a state-of-the-art Records Management System.

## Regional Fire Service Training Strategic Plan

### **Goal B6: Develop administrative support facilities**

*Develop and operate a business office that will support the efforts of the Regional Training Group.*

Objectives	Timeframe		
	IM	MR	LT
B6.1 Establish a temporary business office at one of the existing regional training centers utilizing existing space.	■		
B6.2 Make an estimate of the temporary staffing needs to perform the business and coordination functions of the regional training plan.	■		
B6.3 Engage sufficient temporary staff to support the Regional Training Program.	■		
B6.4 Establish the functions of the office and develop an organizational flowchart of business operations.	■		
B6.5 Propose a sound budget and ensure adequate funding mechanisms to support business operations.	■		
B6.6 Determine initial and optimum permanent staffing needs in order to successfully administer the Regional Training Program.		■	
B6.7 Determine the space and equipment needs for the office to include both minimal and optimal staffing.		■	
B6.8 Select a location at either an existing or new facility for the long-term, permanent business office functions.		■	
B6.9 Determine best option for long-term space and either contract for building design and new construction or existing facility remodeling.		■	
B6.10 Establish a permanent business office for the Regional Training Program.			■

### **Desired Outcome**

- A regional training administrative headquarters is established via agreement with all the participating agencies and in alignment with the support needs of this Regional Training Strategic Plan.

## Regional Fire Service Training Strategic Plan

### Goal B7: Develop logistical support facilities

*Develop and operate supply caches that will support the efforts of the Regional Training Program.*

Objectives	Timeframe		
	IM	MR	LT
B7.1 Inventory and document existing supply caches of training materials at each of the regional training centers.	■		
B7.2 Based on the inventory and projected needs, develop and maintain a standardized regional training center inventory.	■		
B7.3 Establish supply caches at each regional training center that maintain stock of the necessary training supplies and materiel so instructors will find them readily available.	■		
B7.4 Develop a database to track use of supplies and training consumables.		■	
B7.5 Establish vendor lists.		■	
B7.6 Develop an ordering system to replenish training supplies and consumables.		■	
B7.7 Establish storekeeper functions at each of the sites and at the business office.		■	
B7.8 Develop common purchasing agreements with selected vendors.			■
B7.9 Track purchases and costs of supplies and consumables.			■







### Desired Outcomes

- There will be a standardized regional training center inventory and material handling process that includes a system for ordering supplies, material, and consumables from established vendors and tracking those purchases and the costs.

## Regional Fire Service Training Strategic Plan

### Goal B8: Verify and institute a method to maximize collaboration with other stakeholders

*The Los Angeles Area Fire Chiefs Association (LAAFCA) will provide a mechanism within the Regional Training Group (RTG) framework to maximize collaboration with other stakeholders.*

Objectives	Timeframe		
	IM	MR	LT
<p>B8.1 The Regional Training JPA will identify regional stakeholders that are not part of the participating fire agencies.</p> <p>Stakeholders to include the following, but not limited to:</p> <ul style="list-style-type: none"> <li>Grant Administrators</li> <li>Labor Groups</li> <li>State Fire Marshal</li> <li>Local Universities and Community Colleges</li> <li>Elected Officials</li> <li>Other Public Agencies</li> <li>Private and Non-profit Cooperators</li> </ul>			
B8.2 The JPA will demonstrate its commitment to other stakeholders by addressing their interests in the sustained delivery of quality fire service training within the Regional Training Program.			
B8.3 Establish an organizational framework to forward stakeholder issues to the governance body.			
B8.4 Provide staff and instructor training that will define and describe the expectations of the partnerships with other stakeholders.			
B8.5 Perform periodic evaluations with stakeholders to rate the JPA's effectiveness of the regional training effort.			

### Desired Outcomes

- The JPA will maintain an accurate list of all regional stakeholders including points of contact for each stakeholder.
- The governance of the Regional Training Program will consider stakeholders' interests in regional training during the planning and implementation of Regional Training Programs.

## Regional Fire Service Training Strategic Plan

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### 8—STRATEGY C – TRAINING AND EXERCISING<sup>12</sup>

#### 8.1 OVERVIEW

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*This training plan will ensure education, training, and exercises are completed for key plans and capabilities in each jurisdiction.*

Education, training, and plan exercising are essential to developing and maintaining capabilities. This strategy and the goals below will establish robust training and exercise programs to ensure key capabilities are available during planned events, emergency operations and disasters.

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<sup>12</sup> Ibid. p. 11 Goal N

## Regional Fire Service Training Strategic Plan

### ***Goal C1: Develop an operational system for regional training coverage***

*Develop a regional station move-up and coverage plan for units or personnel that are assigned to regional training.*

Objectives	Timeframe		
	IM	MR	LT
C1.1 Identify participating agencies' station locations, apparatus housed, and place them on a master map.	■		
C1.2 Identify training site locations and place them on a map.	■		
C1.3 Coordinate fire company move-up and coverage plans with participating agencies using all available technology, including CAD-to-CAD (computer-aided-dispatch) connectivity and AVL (automatic vehicle locator).			■

### **Desired Outcomes**

- Fire companies will move as needed and be directed throughout the region to balance jurisdictional coverage during training.
- Fire companies on move-up and cover assignments for training will be under the same guidelines as move-up and cover for emergencies.

## Regional Fire Service Training Strategic Plan

### Goal C2: Determine, develop, and maintain the appropriate training delivery model

*Deliver solid, verifiable, ongoing and realistic fire service education and training to participating agencies under the policy and operational direction of the Regional Training Group JPA.*

*This will be a multi-phased approach that meets the needs of the region's fire service starting initially with regional specialized training to eventually encompass all basic training to all fire service personnel.*

Objectives	Timeframe		
	IM	MR	LT
C2.1 Use a survey to compile a list of the current training delivery models.	■		
C2.2 Compare and contrast all the possible training delivery models in a written summary.	■		
C2.3 Design a chart that compares and contrasts the delivery models with the delivery needs.	■		
C2.4 Determine the infrastructure requirements of each delivery model and catalog their locations to determine which departments can make use of the specific required facilities.	■		
C2.5 Identify the most effective delivery model for Urban Search and Rescue training.	■		
C2.6 Identify the most effective delivery model for Hazardous Materials Response training.	■		
C2.7 Identify the most effective delivery model for fire department Terrorism Liaison Training (TLO).	■		
C2.8 Determine the cost if a department needs to utilize a delivery model not currently accessible.		■	
C2.9 Seek out funding sources that include appropriations, grants, cost sharing and contracting to develop and deliver training.	■	■	■
C2.10 Understand the changes necessary for all agencies to participate in the Regional Training Program.		■	

## Regional Fire Service Training Strategic Plan

Objectives	Timeframe		
	IM	MR	LT
C2.11 Identify the most effective delivery model for fire department terrorism response training.		■	
C2.12 Identify the most effective delivery model for Weapons of Mass Destruction (WMD) training.		■	
C2.13 Identify the most effective delivery model for emergency management (disaster) training.		■	
C2.14 Identify the most effective delivery model for command training.		■	
C2.15 Identify the most effective delivery model for leadership training.		■	
C2.16 Identify the most effective delivery model for recruit training.		■	
C2.17 Identify the most effective delivery model for ongoing training to include recurrent and mandatory core competencies.		■	

### Desired Outcome

- Deliver regional training utilizing the most cost-effective models.



## Regional Fire Service Training Strategic Plan

### Goal C3: Identify, categorize, and develop Regional Training and Education Facilities

*Deliver fire service training to participating agencies under the direction of the Regional Training Group JPA, primarily utilizing regional education and training centers.*

Objectives	Timeframe		
	IM	MR	LT
C3.1 Conduct an in-depth analysis of the currently selected sites, potential sites and all classrooms, towers, props and other training facilities in the region. Plot them on a map including descriptive information identifying size and capacity.	■		
C3.2 Categorize and catalog the training and education to be presented at each center and all other sites in the region.	■		
C3.3 Complete the development and redevelopment of the current six regional training centers to fulfill their preparedness missions related to:			
C3.3.a Urban Search & Rescue (US&R)	■		
C3.3.b Hazardous Materials (HazMat)	■		
C3.3.c Terrorism		■	
C3.3.d Weapons of Mass Destruction (WMD)		■	
C3.3.e Terrorism Liaison Officer (TLO)	■		
C3.4 Develop a regional training center operational and maintenance cost funding plan.	■		
C3.5 Adopt administrative procedures for the operational and maintenance costs of the regional training centers.	■		
C3.6 Identify the need for expansion of, or additional regional training centers or the potential to use other existing sites to fulfill unmet needs.		■	
C3.7 Develop additional sites as needed to ensure equitable availability.			■

#### Desired Outcome

- Regional training centers are of sufficient size, design, and location that students anywhere in the region can be within reasonable driving distance of the specific kind of facility that they need to develop and maintain competencies.

## Regional Fire Service Training Strategic Plan

### Goal C4: Coordinate regional training

*Deliver fire service training to participating agencies under the direction of the Regional Training Group JPA.*

Objectives	Timeframe		
	IM	MR	LT
C4.1 Under the direction of the JPA, develop appropriate administrative policies to guide the regional training staff.		■	
C4.2 Develop the operational procedures for coordinating training utilizing the JPA course catalog, assigning personnel to the suitable training center for training delivery, and conducting fire company move-up and cover as needed.		■	
C4.3 Establish a course attendance selection process meeting the needs of the departments to include the following considerations depending on the training offered: Fire Agency Specialized Task Force Shift / Platoon Fire Company / Station Individual Firefighter		■	
C4.4 Develop a selection, notification, confirmation, and follow-up/evaluation process that includes notification of the individual and agency of the training dates, times, location, and other pertinent details. As appropriate to the situation, this process will include the move-up and cover plan to accommodate the training with notification to the dispatch centers.		■	

### Desired Outcome

- Delivery of training will be based on identified priorities, measurable needs, and be coordinated with all the appropriate authorities as well as the students for a seamless operation of training.

## Regional Fire Service Training Strategic Plan

### Goal C5: Create and maintain a curriculum catalog

*Develop a Regional Training Group course catalog available online that provides course descriptions, prerequisites, locations, instructors, and other information.*

Objectives	Timeframe		
	IM	MR	LT
C5.1 Survey the participating agency training officers to ascertain what training they are currently delivering, outside of routine in-station drills. Include but not be limited to items such as the course length, specific resource needs (classroom, props, tower, etc.), training location, current instructors, credentialing of course and instructors, prerequisites and special information.	■		
C5.2 From this survey conduct a gap analysis to identify unmet needs.	■		
C5.3 Create an online catalog program that will allow participating agency personnel to access training information thus permitting advanced scheduling and allowing the RTG to post training, courses and instructor information.	■		
C5.4 Announce scheduled training utilizing an online course catalog.		■	
C5.5 Update the regional training catalog as needed.		■	

### Desired Outcome

- Through an online catalog, provide an easy to use system of course descriptions for the Regional Training Group. The catalog will be kept up to date by RTG staff.

## Regional Fire Service Training Strategic Plan

### Goal C6: *Identify, categorize, and list instructors*

*Identify, develop, categorize, and list instructors responsible for training.*

Objectives	Timeframe		
	IM	MR	LT
C6.1 Survey the participating agency training officers to identify qualified instructors; determine their qualifications (registered, certified, credentialed).	■		
C6.2 Contact identified instructors and request them to apply as a regional instructor. (Application should include certifications, education, experience, and recommendations from their agency as well as other recommendations.)	■		
C6.3 Select the instructors that are most qualified to teach and list them on a roster.	■		
C6.4 Provide qualified instructors with training on the Regional Training Program, policies, and processes.	■		
C6.5 Based on course evaluations completed by students and staff, rate the instructors and give them performance reports and as necessary remove instructors from the roster.		■	
C6.6 Design and organize an instructor development program.		■	
C6.7 Annually update the instructor list.		■	

### Desired Outcomes

- There will be a robust qualified instructor cadre capable of supporting the teaching needs of the Regional Training Program.
- There will be an equitable program for the development of new instructors to guarantee the longevity of the Regional Training Program.

## **9—PLANNING APPROACH AND METHODOLOGY**



### **9.1 PLANNING APPROACH**

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Based on the consultant's (Citygate Associates) experience with strategic planning the LA Area Fire Chiefs Association RTG agreed with their recommendation to use an approach called Applied Strategic Planning. "First and fundamental to [this] approach to Applied Strategic Planning is that it is 'the process by which the guiding members of an organization' actually work together to create the plan themselves."<sup>13</sup> Secondly, the members of the Strategic Planning Work Group learned how to think strategically. Finally, the emphasis of the process is to develop practical plans that can be applied to the organization and show results and/or changes.

The process consists of eight major steps or building blocks; each one developing the needed approach for the next. In the end this results in a plan that sets out to fulfill its intended purpose and provides a practical process to build the future of the organization. It also has enough flexibility built in that, as the plan is developed, it is reviewed and revised to take advantage of changing circumstances.

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<sup>13</sup> Ibid. p. 3

## Regional Fire Service Training Strategic Plan

The planning process followed these steps:

**Table 4—Planning Process Steps**

Dates	Activities	Participants
December 14, 2010	<b>Kickoff Meeting</b> for introductions and to develop understanding of the project	Regional Training Group Steering Committee with Citygate Associates
	<b>Facilitator and Scribe Training</b> to facilitate and record work of the breakouts at Summit	Facilitators and Scribes with Citygate Associates
December 15	<b>Planning to Plan Orientation</b> training session to train the Work Group on the planning process	Planning Work Group with Citygate Associates
January 4 and 5, 2011	<b>Stakeholder Opening Workshop</b> to develop an understanding of the stakeholders' vision for the plan	Los Angeles Area Fire Chiefs or their representatives with Planning Work Group and Citygate Associates
January 6 – 11	Refine the Vision, Values, Mission Statement, and Strategies from the Opening Workshop	Planning Work Group
January 11 – 12	<b>Strategic Business Modeling Workshop</b> to develop a strategic business model for the RTG	Planning Work Group with Citygate Associates
January 13 – 31	Conduct the Performance Audit, Gap Analysis, and Gap Closure	Planning Work Group
February 1 – 2	<b>Performance Audit, Gap Analysis, Gap Closure Workshop</b>	Planning Work Group with Citygate Associates
February 3 – 21	Draft Strategic Plans	Planning Work Group
February 22 – 23	<b>Integrating Action Plans Workshop</b>	Planning Work Group with Citygate Associates
February 24 – 28	Final Draft Plan development	Citygate Associates
March 3	<b>Stakeholder Closing Workshop</b>	Los Angeles Area Fire Chiefs or their representatives with Planning Work Group and Citygate Associates
March 4	Deliver the Final Plan	Citygate Associates

Throughout the planning process, between the scheduled workshops the Planning Work Group had “homework” assignments to further develop the plan based on the guidance the received from the Citygate Associates consultants at the workshops. Consequently the plan not only reflects the authentic character of the Los Angeles region’s current training situation and future aspirations, it also developed a group of strategic planners who can continue the work of the plan, update it and refresh it as need with little outside consultant help.

## Regional Fire Service Training Strategic Plan

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### 9.2 BUILDING BLOCKS

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Applied Strategic Planning is similar to many other models that use a building block approach (step by step), where each block is built upon a previous block so that there is a logical chain from the initial vision of the organization's future to the final integrated action plan. Much of the planning that occurs in developing the plan is "background" and not visible in the plan itself; however, each of the steps has been worked through by the Strategic Planning Work Group.

#### 9.2.1 Environmental Monitoring/Inputs

Part of the Applied Strategic Planning process requires the Work Group to be monitoring and mining the environment both inside and outside the organization for "granular" information that could be useful for the plan. To that end, the planning process included a web-based survey of the fire agencies to assess their resources and commitments to the vision of regional training. While the data needs further analysis on many levels, it provides an important, early high-level snapshot of the state of regional resources and the willingness of jurisdictions to actively participate in the Regional Training Strategic Plan.

#### 9.2.2 Application Considerations/Outputs

In Applied Strategic Planning the continual emphasis is on the immediate application of any findings that emerge from the process and applying them to the operations, sometimes called a "quick fix." During the planning process the Work Group identified several opportunities to put the Regional Training Strategic Plan to work before it was complete.

#### 9.2.3 Planning to Plan

Before the planning can commence a number of important questions need to be resolved to confirm the organization's readiness, willingness and ability to proceed with an Applied Strategic Plan. The most important part of this phase of the process is identifying the members of the Strategic Planning Work Group. Once selected, they received training in the process.

#### 9.2.4 Vision, Values and Culture

Before serious planning can commence, the organization needs to visualize its future; it needs to describe where it wants to go and why it wants to get there. The plan describes "how" it will get there. In this case the regional fire service training Vision was developed by the stakeholders and describes a future that does not yet exist, but with the plan, could exist.

The decision makers' values influence the plan to a greater or lesser extent, just as they do in all other aspects of organizational behavior. This plan is unique in that there is not just one lead



## **Regional Fire Service Training Strategic Plan**

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decision maker, all thirty-one fire departments in the LAAFCA have a stake in the outcome and all have equal influence in the plan's direction.

Although these departments are individual entities, they share certain common cultural bonds and similarities that can work to the plan's advantage and disadvantage. These issues were discussed and included in the planning process.

### **9.2.5 Mission Formulation**

Mission formulation is an essential step in the planning process as it provides an opportunity for the stakeholders to develop clarity within the organization about future direction and to provide a vehicle for stakeholders to communicate clearly with other stakeholders including employees.

### **9.2.6 Strategic Business Modeling**

It is during strategic business modeling that the plan Work Group develops specific, detailed plans about how the organization will reach its future state. This step defines the future vision in tangible, measurable concepts that can be put to work. The strategic business model is really the core of the plan.

### **9.2.7 Performance Audit**

The performance audit answers the critical questions of how well the organization is performing today to meet present business plans. In the case of the RTG this was reasonably simple; as a brand new organization it had little performance history.

### **9.2.8 Gap Analysis and Closure**

The gap analysis examines the question of how large the gap is between where the organization wants to be (its future state), and where it is today (its present state). For an organization like the RTG this is both a curse and a blessing. There currently is no organization so the starting point has to be developed, but there is no history to overcome; the RTG can focus on its future without being haunted by a past.

### **9.2.9 Integrating Action Plans**

Finally the pieces of the plan are all in place and the specific goals and objectives can be developed that provide action guidance for the future. This involves the development of rather specific and detailed operational plans. For this plan there are three lines of business: (A) Responder Capabilities; (B) Collaboration and Program Support; and (C) Training and Exercising. For each line of business there are goals and objectives that form the plan.



## **Regional Fire Service Training Strategic Plan**

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These goals and objectives have been integrated across the organization and together with timelines and control processes.

### **9.2.10 Contingency Planning**

“No plan survives first contact intact,” does not mean that the original action plan is of no value or requires a contingency for every possibility. Some contingencies have greater threat likelihood than do others; the planning group needs to consider these and, if the contingencies pose a serious enough threat to the plan, develop contingency plans to meet them.

## Regional Fire Service Training Strategic Plan

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### 10—PLAN IMPLEMENTATION, PERFORMANCE MEASURES, AND TRACKING



#### 10.1 PLAN IMPLEMENTATION

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This Strategic Plan addresses the need to regionalize fire service training focused on natural and human caused disasters in the Los Angeles Operating Area. Success will require ongoing focus on meeting the goals and specific objectives established in the plan through detailed work plans similar to incident action plans.

The timeline and Gantt chart that is an appendix to this plan will serve as a guide to plan completion (see Appendix A).

#### 10.2 PERFORMANCE MEASURES

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The performance measures ensure that the plan is being followed and adhered to in its implementation. Success of the plan in the beginning will ensure further success of the plan as time goes on and strengthen the willingness to participate in the Regional Training Program.

The following performance measures are to be applied to manage implementation of the Strategic Plan and will be used as part of the annual review:

1. Has accountability for completing an objective been established?
2. Is there funding to complete the objective?
3. Is there a work plan for the objective that includes benchmarks?
4. Is the work to accomplish the objective on time and on budget?

## Regional Fire Service Training Strategic Plan

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### **10.3 TRACKING PLAN IMPLEMENTATION**

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Until there is a governance body in place the RTG Steering Committee will track the implementation of the plan and provide guidance to the RTG Work Group. Once the governance body is in place it will establish policies for the Regional Training Group.

## Regional Fire Service Training Strategic Plan

### 11—RELATIONSHIP TO FEDERAL, STATE, AND OTHER GUIDELINES



#### 11.1 RELATIONSHIP TO FEDERAL GUIDELINES

“The U.S. Department of Homeland Security has developed key guidance documents for federal, state, tribal, and local agencies to follow in structuring integrated homeland security programs.”<sup>14</sup> For training purposes the following documents specifically apply; a summary of each of them is provided below.

- ◆ **National Response Framework (NRF)** – Presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe. The NRF establishes a comprehensive, national, all-hazards approach to domestic incident response.
- ◆ **National Preparedness Guidelines (NPG)** – Umbrella documents that collate many plans, strategies, and systems into an overarching framework, the National Preparedness System. Plans and systems will be implemented and requirements will be matched with resources, consistent with applicable law and subject to the availability of appropriations. Specifically for training it requires content and methods of delivery that comply with relevant training standards necessary to perform assigned missions and tasks.
- ◆ **Target Capabilities List** – Describes the capabilities related to the four homeland security mission areas: Prevent, Protect, Respond, and Recover. It defines and

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<sup>14</sup> Los Angeles/Long Beach Urban Area, Los Angeles County Operational Area Homeland Security Strategic Plan. December 2010.

## Regional Fire Service Training Strategic Plan

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provides the basis for assessing preparedness. It also establishes national guidance for preparing the nation for major all-hazards events, such as those defined by the National Planning Scenarios. The current version of the TCL contains 37 core capabilities.

- ◆ **National Incident Management System (NIMS)** – A critical tool in promoting the nationwide implementation of NIMS is a well-developed training program that facilitates NIMS training throughout the nation, growing the number of adequately trained and qualified emergency management/response personnel. Closely related to the training, core competencies will form the basis of the training courses' learning objectives and personnel qualifications that validate proficiency. The National Integration Center (NIC) is charged with the development of NIMS core competencies, training courses, and personnel qualifications.
- ◆ **DHS Grants** – The Department of Homeland Security enhances the ability of states, local and tribal jurisdictions, and other regional authorities in the preparation, prevention, and response to terrorist attacks and other disasters, by distributing grant funds. Localities can use grants for planning, equipment, training, and exercise needs.
- ◆ **HSEEP Volume I: HSEEP Overview and Exercise Program Management** – Provides guidance for building and maintaining an effective exercise program and summarizes the planning and evaluation process described in further detail in Volumes II through V.
- ◆ **HSEEP Volume II: Exercise Planning and Conduct** – Helps planners outline a standardized foundation, design, development, and conduct process adaptable to any type of exercise.
- ◆ **HSEEP Volume III: Exercise Evaluation and Improvement Planning** – Offers a proven methodology for evaluating and documenting exercises and implementing an Improvement Plan (IP).
- ◆ **HSEEP Volume IV: Sample Exercise Documents and Formats** – Provide sample exercise materials referenced in HSEEP Volumes I, II, III, and V.
- ◆ **HSEEP Volume V: Prevention Exercises (Draft)** – Contains guidance consistent with the HSEEP model to assist entities in designing and evaluating exercises that validate pre-incident capabilities such as intelligence analysis and information sharing.

## Regional Fire Service Training Strategic Plan

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### 11.2 RELATIONSHIP TO STATE GUIDELINES

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In California, state law requires the Standardized Emergency Management System (SEMS). SEMS is the model that DHS used in the development of the National Standards. The fire service, particularly in Southern California, was instrumental in the development of the SEMS framework. It consists of five major components:

- ◆ **Mutual Aid** – The concept of neighboring jurisdictions coming to each other’s assistance for major events was developed on a statewide basis in California in the 1940’s.
- ◆ **Operational Area Concept** – Under SEMS each county in California is an Operational Area and consists of all political subdivisions within the county.
- ◆ **Incident Management** – The use of the Incident Command System for incident management by all agencies is required.
- ◆ **Communications** – The Operational Area Satellite Information System (OASIS) is a satellite-based communications system with a high frequency radio backup. OASIS provides the capability to rapidly transfer a wide variety of information reports between OASIS user agencies. In SEMS, OASIS can be viewed as both a communications network and information dissemination system linking three of the five SEMS organizational levels.
- ◆ **Multi-Agency Coordination** – Requires coordination of response and recovery resources at all levels from the field level to the state level.

**FIREScope** – The FIREScope program originated in Southern California, organized under the acronym, “**FI**refighting **RE**sources of **Southern California** **O**rganized for **P**otential **E**mergencies.” In 1986 FIREScope was established as a statewide program under the redefined acronym “**FI**refighting **RE**sources of **California** **O**rganized for **P**otential **E**mergencies.” The mission of FIREScope is to provide recommendations and assistance to CAL EMA, to maintain the FIREScope “Decision Process,” and to continue the operation, development, and maintenance of the FIREScope Incident Command System (ICS) and the Multi-Agency Coordination System (MACS).

- ◆ **FIREScope Field Operations Guide (FOG) ICS 420-1** – Provides guidance for the application of the Incident Command system to any planned or unplanned event. The FOG guidelines form the framework for fire service training in California.
- ◆ **ICS Instruction and Position Manuals (120-1 series) Urban Search and Rescue, Hazardous Materials, High-rise Building Fires, Multi-Casualty**

## Regional Fire Service Training Strategic Plan

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**Incidents** – FIREScope has developed specific training (Instruction) and Position Manuals for specific types of incidents, primarily those that involve large numbers of fire resources and multi-department actions.

- ◆ **FIREScope Specialist Groups** – Assist the Task Force in the development, implementation, and maintenance of FIREScope products, specifically the operational guidelines, and include aviation, communications, emergency medical service, GIS, hazardous materials, predictive weather, safety, and urban search and rescue.

### 11.3 RELATIONSHIP TO OTHER GUIDELINES

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The National Fire Protection Association (NFPA) publishes a number of standards that have applicability to firefighter training at the regional level. The key standards that will have a bearing on the execution of this plan are:

- ◆ NFPA 471 *Recommended Practice for Responding to Hazardous Materials Incidents*
- ◆ NFPA 472 *Standard for Professional Competencies of Responders to Hazardous Materials Incidents*
- ◆ NFPA 1001 *Standard for Fire Fighter Professional Qualifications*
- ◆ NFPA 1002 *Standard for Fire Apparatus Driver Operator/ professional Qualifications*
- ◆ NFPA 1006 *Standard for Rescue Technical Professional Qualifications*
- ◆ NFPA 1021 *Standard for Fire Officer Professional Qualifications*
- ◆ NFPA 1041 *Standard for Fire Service Instructor Professional Qualifications*
- ◆ 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*
- ◆ NFPA 1451 *Standard for a Fire Service Vehicle Operations Training Program*
- ◆ NFPA 1670 *Standard on Operations and Training for Technical Search and Rescue Incidents*

## Regional Fire Service Training Strategic Plan

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The International Association of Fire Chiefs (IAFC) publishes the *Officer Development Handbook*. This handbook is designed to present the recommendations of the International Association of Fire Chiefs for the professional and educational development of chief officers in concert with specific agency's requisites for career advancement.



## **12—PLAN MAINTENANCE**



### **12.1 PLAN MAINTENANCE**

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The LAAFCA RTG or its successor JPA regional training governance body will be responsible for maintaining stakeholder collaboration and for maintaining the Strategic Plan, including:

- ◆ Evaluations of progress toward completing the annual goals and reporting this progress to the governance body by the Strategic Planning Work Group.
- ◆ Annual reviews and amendments to the Strategic Plan by the Strategic Planning Work Group.
- ◆ Convening meetings of the Strategic Planning Work Group.
- ◆ Distribution of the plan and plan amendments to agencies within the region.

### **12.2 PLAN UPDATE**

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This fire service training and education Strategic Plan will be updated annually as follows:

- ◆ Before the annual funding application process starts, the governance body for this plan will review the progress made in achieving the specific goals and objectives of the plan. From this review the governance body will apply for grant funding and/or agency pro-rata funding as appropriate to the needs identified.
- ◆ The governance body will convene the Strategic Planning Work Group to review and update the plan.

## Regional Fire Service Training Strategic Plan

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### 13—ACKNOWLEDGEMENTS

#### 13.1 PARTICIPATING FIRE DEPARTMENTS

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All fire departments within the Los Angeles Operational Area were invited to participate in the planning process by attending the stakeholders' workshops and/or by participating in the web-based survey.

The following departments are included for their contribution:

Alhambra	Glendale	Pasadena
Arcadia	Hermosa Beach	Redondo Beach
Avalon	Long Beach	San Gabriel
Beverly Hills	Los Angeles City	San Marino
Burbank	Los Angeles County	Santa Fe Springs
Compton	Manhattan Beach	Santa Monica
Culver City	Monrovia	Torrance
Downey	Montebello	Vernon
El Segundo	Monterey Park	West Covina

#### 13.2 REGIONAL TRAINING GROUP

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The Regional Training Group of the Los Angeles Area Fire Chiefs Association (LAAFCA) was most instrumental in securing the funding for this project and providing the guidance towards its completion. Included in this group are the following fire chiefs:

Chief Vince Kemp, Alhambra	Chief Alan Patalano, Long Beach	Chief Daryl L. Osby, Los Angeles County
Chief Tim Scranton, Beverly Hills	Chief Millage Peaks, Los Angeles	Chief Alex Rodriguez, Santa Fe Springs
Chief Harold Scoggins, Glendale		

## Regional Fire Service Training Strategic Plan

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### 13.3 PROJECT STEERING COMMITTEE

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The Project Steering Committee, which provided overall guidance for the planning project included:

Tim Scranton, Beverly Hills Fire Department	Tony Varela, Los Angeles Fire Department	Chris Donovan, Monrovia Fire Department
Harold Scoggins, Glendale Fire Department	John B. Tripp, Los Angeles County Fire Department	Alex Rodriguez, Santa Fe Springs Fire Department
Alan Patalano, Long Beach Fire Department	Michael Flocks, Los Angeles County Fire Department	Mark Whitworth, Vernon Fire Department
Andrew Fox, Los Angeles Fire Department	Scott Ferguson, Manhattan Beach Fire Department	Paul Segalla, West Covina Fire Department

### 13.4 STRATEGIC PLANNING WORK GROUP

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The Strategic Planning Work Group performed all the on-the-ground research, the bulk of the initial draft writing of each section and provided fact checking throughout the drafting process. Included in this group are the following members:

Chris Albers, Long Beach Fire Department	Randy Beaty, Los Angeles Fire Department	Michael Flocks, Los Angeles County Fire Department
Ronald Gulli, Glendale Fire Department	Stan Klopfenstein, Santa Fe Springs Fire Department	Tom Phelps, Alhambra Fire Department
Corey Rose, Los Angeles Fire Department		

### 13.5 SCRIBES

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The Scribes recorded the work of the small group sessions during the Stakeholder Opening Workshop. Included in this group are the following members:

Anita Shandi, Glendale Fire Department	Marisa Carino, Long Beach Fire Department	Doug Lip, Los Angeles County Fire Department
Sylvia Moreno, Hermosa Beach Fire Department	Bob Goldman, Los Angeles County Fire Department	

## **14—PLAN CONCURRENCE AND DISTRIBUTION**



### **14.1 PLAN CONCURRENCE**

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Multiple meetings were conducted to formulate and refine this plan. The meetings included large stakeholder sessions, working group sessions, tele-conferences and multiple draft document reviews by the consultant team and working group.

As the plan was developed elements were posted on the planning project website so that stakeholders could view the progress and comment on it as it developed.

### **14.2 PLAN APPROVAL**

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This plan was reviewed and approved by the following persons, representing their agencies. Their signatures indicate review and approval of the plan.

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Agency: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Agency: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

## Regional Fire Service Training Strategic Plan

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Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Agency: \_\_\_\_\_  
Signature: \_\_\_\_\_ Date: \_\_\_\_\_

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Agency: \_\_\_\_\_  
Signature: \_\_\_\_\_ Date: \_\_\_\_\_

## Regional Fire Service Training Strategic Plan

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### 14.3 PLAN DISTRIBUTION

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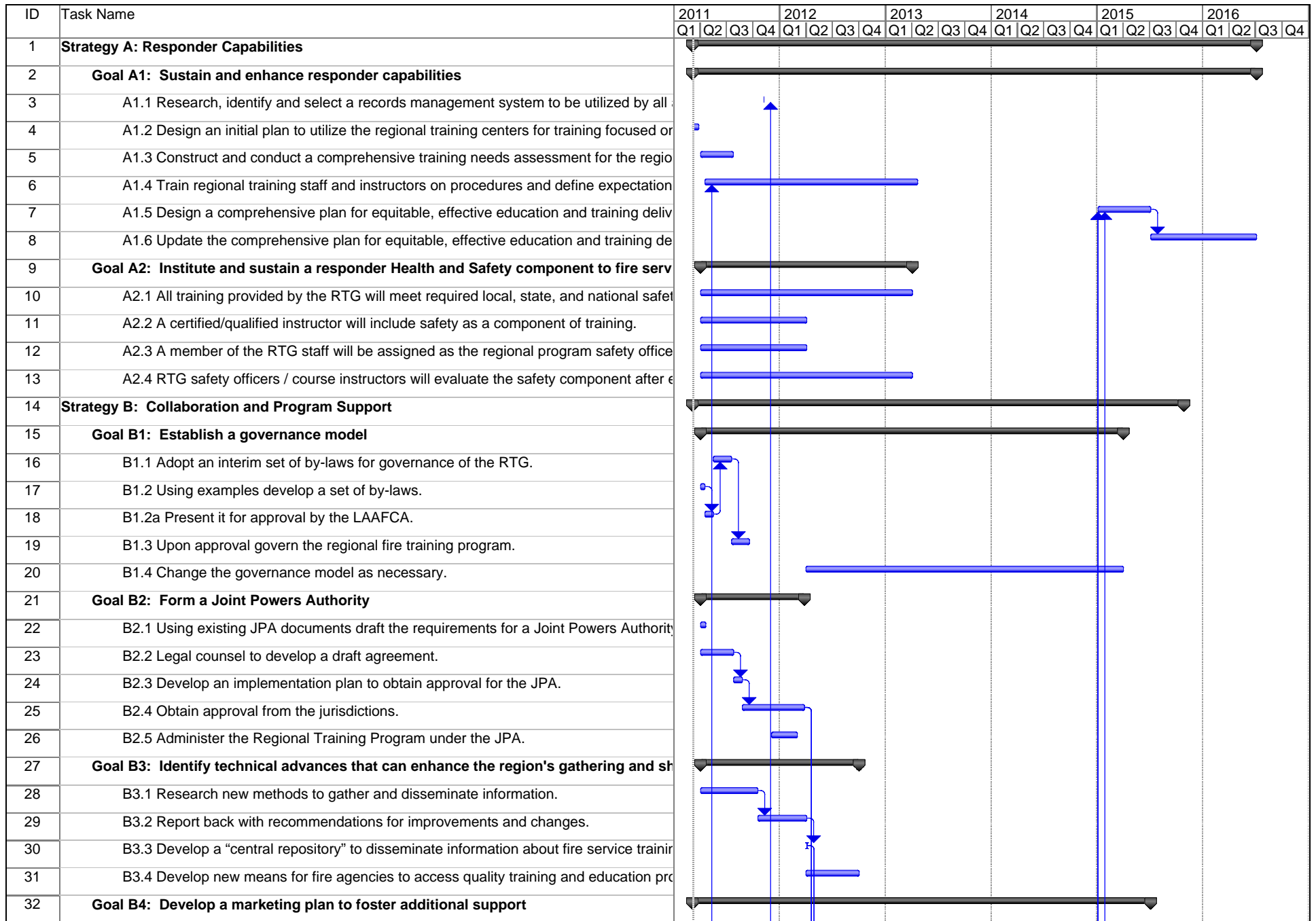
The plan and subsequent amendments to the plan will be distributed to the following fire departments:

Alhambra	La Habra Heights	Redondo Beach
Arcadia	La Verne	San Gabriel
Avalon	Long Beach	San Marino
Beverly Hills Fire	Los Angeles	Santa Fe Springs
Burbank	Los Angeles County	Santa Monica
Compton	Manhattan Beach	Sierra Madre
Culver City Fire	Monrovia	South Pasadena
Downey	Montebello	Torrance
El Segundo	Monterey Park	Vernon
Glendale	Pasadena	West Covina
Hermosa Beach		

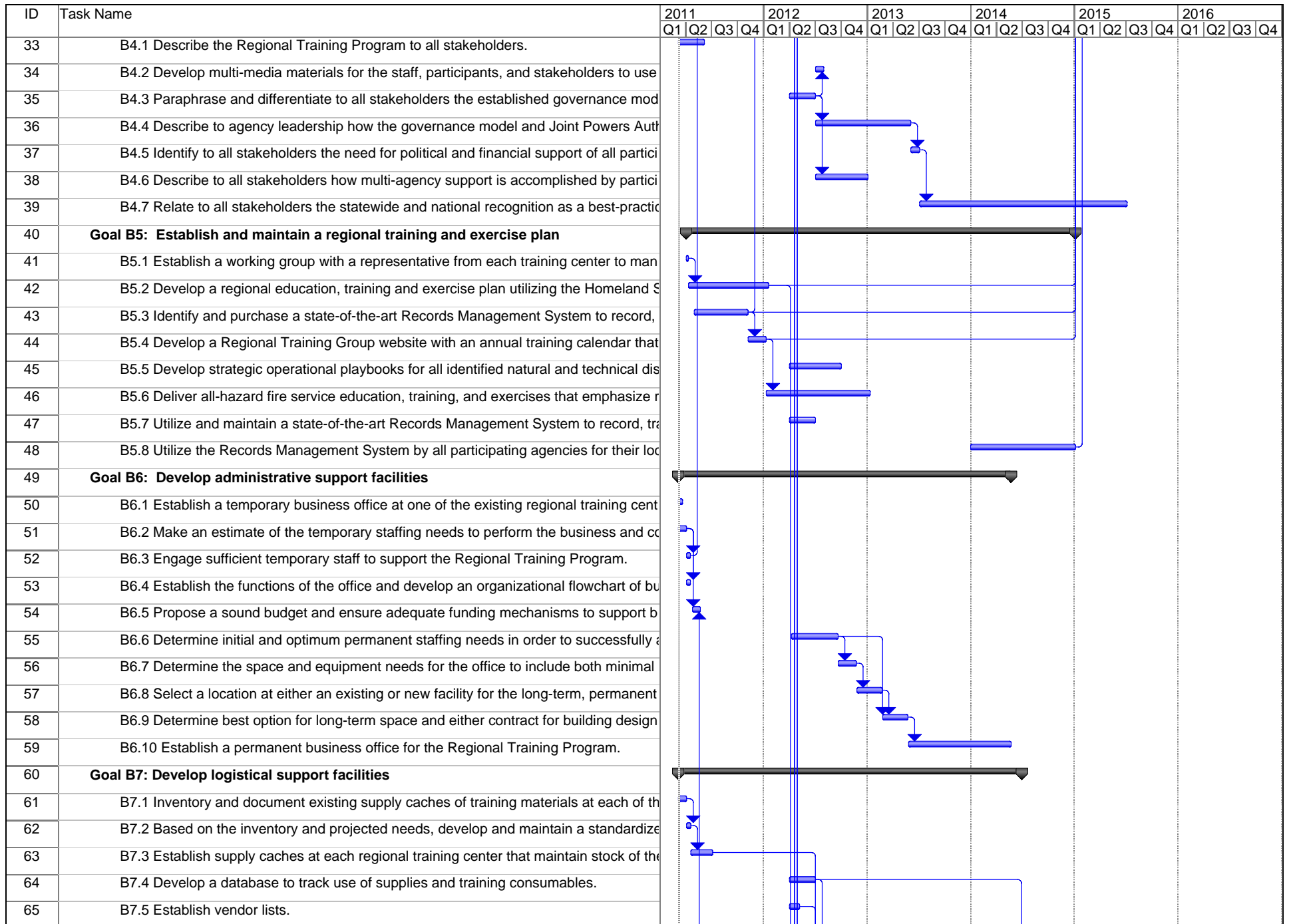
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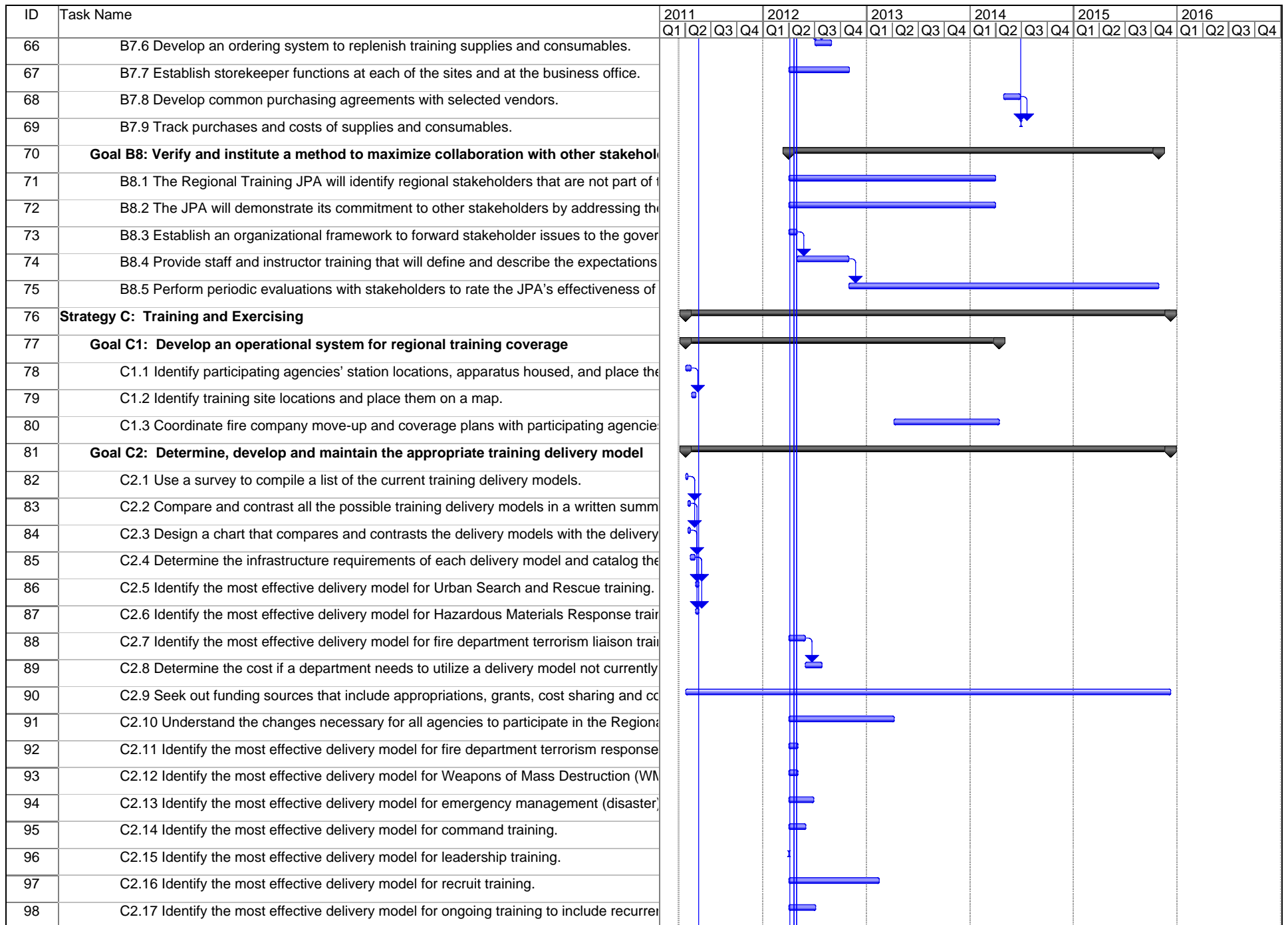
**APPENDIX A**

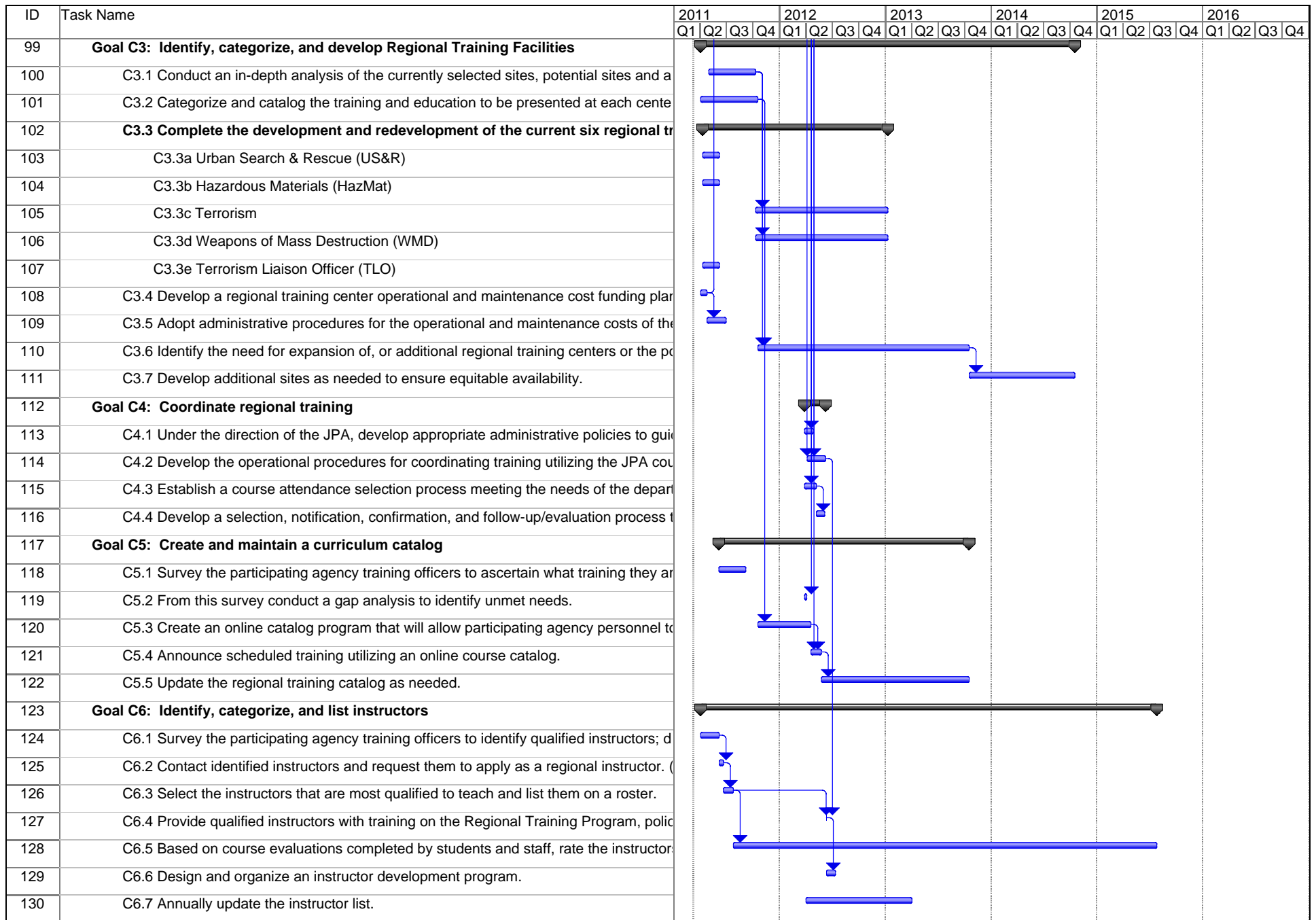
**LARTG TRAINING STRATEGIC PLAN  
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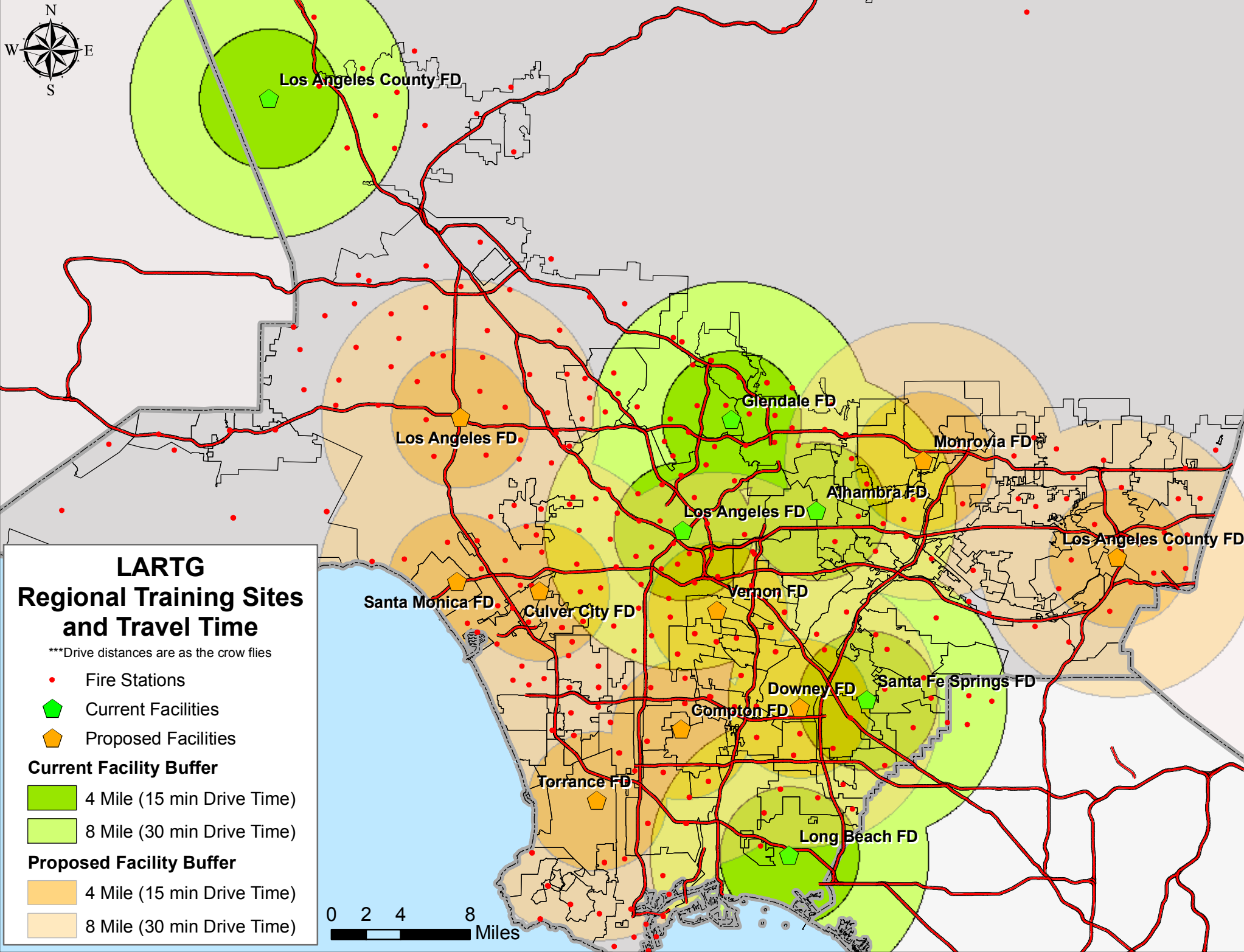




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**APPENDIX B**

**LARTG REGIONAL TRAINING SITES  
AND TRAVEL TIME**



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**APPENDIX C**

**LARTG TRAINING STRATEGIC PLAN**

**LIST OF ACRONYMS**

## LARTG TRAINING STRATEGIC PLAN LIST OF ACRONYMS

<b>AVL</b>	Automatic Vehicle Locator	<b>LACOA</b>	Los Angeles County Operational Area
<b>CAD</b>	Computer Aided Dispatch	<b>LALBUA</b>	Los Angeles/Long Beach Urban Area
<b>CalEMA</b>	California Emergency Management Agency	<b>LA/LB/LAC</b>	Los Angeles/Long Beach/Los Angeles County
<b>CalFire</b>	former California Department of Forestry and Fire Protection	<b>LARTG</b>	Los Angeles Regional Training Group
<b>CAP</b>	College Assisted Program	<b>LLC</b>	Limited Liability Corporation
<b>CE</b>	Continuous Education	<b>LT</b>	Long-Term (applies to goal completion time frame)
<b>CCR</b>	California Code of Regulations	<b>MACS</b>	Multi Agency Coordination Systems
<b>CICCS</b>	California Incident Command Certification System	<b>MR</b>	Mid Range (applies to goal completion time frame)
<b>CSTI</b>	California Specialized Training Institute	<b>NFPA</b>	National Fire Protection Association
<b>DHS</b>	Department of Homeland Security	<b>NIC</b>	National Integration Center
<b>EMS</b>	Emergency Medical Services	<b>NIMS</b>	National Incident Management System
<b>FEMA</b>	Federal Emergency Management	<b>NPG</b>	National Preparedness Guidelines
<b>FIREScope</b>	Firefighting Resources of California Organized for Potential Emergencies	<b>NRF</b>	National Response Framework
<b>FOG</b>	Field Operations Guide	<b>NRP</b>	National Response Plan
<b>FTES</b>	Firefighter Training and Education System	<b>OA</b>	Operational Area
<b>GIS</b>	Geographical Information Systems	<b>OP AREA PLAN</b>	Los Angeles Operational Area Homeland Security Strategic Plan
<b>HAZMAT</b>	Hazardous Materials	<b>OSFM</b>	Office of State Fire Marshal
<b>HSEEP</b>	Homeland Security Exercise and Evaluation Plan	<b>OSHA</b>	Occupational Safety and Health Administration
<b>IAFC</b>	International Association of Fire Chiefs	<b>ROP</b>	Regional Occupational Program
<b>IC</b>	Incident Commander	<b>RMS</b>	Records Management System
<b>ICS</b>	Incident Command System	<b>RTG</b>	Regional Training Group
<b>IMT</b>	Incident Management Team	<b>SARA (Title III)</b>	Superfund Amendments and Reauthorization Act (Community Right to Know)
<b>IM</b>	Immediate (applies to goal completion time frame)	<b>SEMS</b>	Standardized Emergency Management System
<b>IP</b>	Improvement Plan	<b>SFM</b>	State Fire Marshal
<b>ISO</b>	Insurance Services Office	<b>TCL</b>	Target Capabilities List
<b>JAC</b>	Joint Apprenticeship Committee	<b>TLO</b>	Terrorism Liaison Office
<b>JPA</b>	Joint Powers Authority	<b>UASI</b>	Urban Area Strategic Initiative
<b>JPAA</b>	Joint Powers Authority Agreement	<b>US&amp;R</b>	Urban Search and Rescue
<b>LAAFCA</b>	Los Angeles Area Fire Chiefs Association	<b>UTL</b>	Universal Task List