



CITY OF OAKLAND

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OAKLAND

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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Darin White  
Chief of Fire

**SUBJECT:** OFD Workplan and Strategic Plan  
Supplemental Report

**DATE:** May 13, 2019

City Administrator Approval

Date:

5/16/19

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report From The Oakland Fire Department (OFD), Including the 2018-2020 Workplan and 2020- 2025 Strategic Plan.**

## REASON FOR SUPPLEMENTAL REPORT

On February 17, 2019, the Rules and Legislation Committee requested a report from OFD on its forthcoming Strategic Plan for 2019, including:

- Information from each Fire Department Division's Goals and Actions to support them
- Ways which OFD will work in partnership with other stakeholders to achieve increased Community Risk Reduction measures
- Information on how OFD can contribute to the sustainment of a resilient and economically prosperous city with opportunity in every community and/or district

On April 9, OFD presented a report providing information concerning its Workplan for 2018-2020. The Committee continued this item to May 28, 2019 and requested a supplemental report that responds to several questions raised during discussion, including:

- Wildfire Prevention / Management
- WPAD
- Jack London Fire Boat
- Community response for complaints
- Plan to address vacancies; and
- Metrics of performance evaluations for each goal

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### **Wildfire Prevention**

The Oakland Fire Department takes its role in wildfire prevention seriously. The Department works to improve and stabilize each division of the Fire Department, while strengthening the City's emergency prevention, preparedness, response, mitigation and recovery efforts are all critical components of OFD's coordinated approach to wildfire prevention. Dense urban areas pose some of the highest risks for destruction and loss of life from wildfires, and climate change is putting urban communities at even greater risk.

Since 1923, more than a dozen major wildfires have impacted the Oakland hills, resulting in extensive damage, economic harm, and loss of life. Most notably, the 1991 Oakland/Berkeley firestorm burned over 1,500 acres, destroyed more than 3,000 homes, caused the deaths of 25 people, and injured over 150 people. Most of the Oakland hills fall within High or Very High Fire Hazard Severity Zones (FHSZ), as designated by the California Department of Forestry and Fire Protection), where vegetation must be actively managed to reduce the threat and devastating effects of future wildfires. The FHSZs in the Oakland hills include areas described as the Wildland Urban Interface (WUI), which are characterized by hot and dry fall seasons, high winds, dense flammable vegetation, steep and varied terrain, hill slope development, and limited accessibility for emergency responders.

In the last four (4) years, California has experienced ten of the most destructive wildfires and four of the deadliest wildfires in the state's history. Last year alone, more than 1,846,000 acres burned, over 22,000 structures were destroyed, and 100 lives were lost.

The Oakland Fire Department acknowledges that there is no simple solution to the challenge of reducing the risk of devastating wildfire. Meanwhile, OFD, like many of its regional partners, remain committed to a sustained, interdepartmental approach, consistent with the framework of the 2020-2025 Strategic Plan. This effort will require engagement by all divisions of the Oakland Fire Department, elected leadership, city departments, key partner agencies as well as the community stakeholders who possess a keen institutional memory, a coordinated network with which to communicate timely messages, and a commitment to seeing the plan through.

OFD continues to take a proactive approach to mitigate the likelihood of wildfires in Oakland. In 2018, the Vegetation Management Unit successfully deployed its new Accela database to electronically record Defensible Space Inspections conducted within the Very High Fire Severity Zone. Fire Inspectors and Firefighters performed the inspections utilizing mobile devices which photographed all observed violations at the time of inspection and the pictures were documented into the record.

1. 18,889 single family residential annual home inspections completed between May 15 and July 31, 2018. (Engine Company Inspections – 11 Fire Stations)
2. 2,211 multi-family residential annual home inspections completed between May 15 and July 31, 2018. (Engine Company Inspections – 11 Fire Stations)
3. 2,231 vacant residential undeveloped lot inspections completed between May 15 and July 31, 2018 (Fire Inspector Inspections – 4 Inspectors)
4. Total combined annual inspections total 23,331 completed by the Oakland Fire Department

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Maintaining defensible space as a buffer between a building on a property and any grass, trees, shrubs, or other vegetation that surround it is key to slowing or stopping the spread of a wildfire and can protect homes from catching fire—either from direct flame or radiant heat.

The Vegetation Management (Plan) covers more than 1,400 acres of City property plus treatment areas for approximately 300 miles of roadside. Vegetation management activities conducted on these lands currently includes goat grazing on nine sites covering approximately 1,300 acres, vegetation clearing along 16 roadways (58 miles), monitoring for vegetation clearance along approximately 300 miles of road within the High and Very High Fire Hazard Severity Zones (16.5 square miles), and brush clearance on critical City-owned properties (~332 acres). The plan and Environmental Impact Report (EIR) will evaluate these and additional vegetation management practices to reduce fire hazard.

Additionally, multiple City of Oakland departments continue to work in partnership to evaluate serious traffic and life safety issues regarding emergency vehicle access, particularly through streets in the hill areas where staff frequently hear about incidents of delayed emergency response resulting from parked cars blocking the roadway.

With input from the several City departments, the City Administrator's Office, and hill area residents, parking along some corridors was deemed hazardous and street parking was prohibited in specific instances. This is intended to relieve blockage and allow for safe emergency vehicle passage during 9-1-1 emergencies, as well as efficient evacuation of neighborhoods during large scale events.

With OFD playing a leadership role, the strategic plan will prioritize ongoing partnership with other City departments and regional agencies to ensure that life safety and wildfire prevention remain a collaborative effort.

### ***Jack London Fire Boat***

A report from the City Administrator is forthcoming on the projected increase in demand for fire services along the Oakland waterfront through 2030 with an assessment of what resources are needed to meet this demand, including Howard Terminal and Brooklyn Basin. The report will be based on relevant data and information from the Department of Planning and Building and the Oakland Fire Department. It will compare Oakland's waterfront fire response resources to other port/waterfront cities of similar size and population. The report will also include recommendations for further study on how to fund the resources needed to meet the projected increase in demand for fire services throughout the city of Oakland.

### ***Responding to Community Complaints***

The Oakland Fire Department's mission is to provide the highest quality and highest level of courteous and responsive service to its residents and staff value all constructive criticism that will enable the department to better serve the community. Staff take each complaint seriously and view them as an opportunity to improve OFD systems and to hold itself accountable.

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OFD heard complaints from speakers at the April 9 Public Safety Committee who voiced frustration that they could not reach staff by phone or email. These concerns have been addressed throughout the department and OFD expects to demonstrate a significant improvement in the responsiveness and overall service it provides to residents. The Department continues to seek additional administrative support in various divisions to ensure that residents and businesses are receiving the responsive services and attention they deserve. Additionally, a key element of the 2018-2020 workplan includes developing a communications plan that fully integrates OFD's public information (print and electronic media, spokespeople, community liaisons, PSAs) and community partnerships (community-based organizations, neighborhood groups, elected leaders, public and private sector partners).

Recognizing the community's interest in addressing the wildfire threat and the tremendous capacity and attention to this issue which exists within Oakland. OFD is committed to making sustainable investments in targeted outreach and fire safety education materials and reminding residents of their role in its implementation. In recognition of the diverse nature of the Oakland community and the varieties of platforms in which people receive and process information, an array of new and creative methods will be employed.

#### ***Plan to Address Vacancies***

The Oakland Fire Department currently has a class of twenty-five (25) recruits slated to start in the first week of July 2019. The class will have approximately 18-19 Firefighter Trainees and 6-7 Firefighter Paramedic Trainees.

The Vegetation Management Unit has one (1) designated Supervisor position, four (4) designated full-time positions of Fire Suppression District Inspector and one (1) designated part time Fire Suppression District Inspector position. All full-time Fire Suppression District Inspector positions have been filled. There is currently one vacancy for the part time Fire Suppression District Inspector position, and interviews for this role will be completed by June 1, 2019.

Leadership in the Fire Prevention Bureau requested volunteers to assist with conducting vacant lot inspections from the pool of existing Fire Code Civilian Inspectors should OFD have vacancies once annual inspections begin, as the department have many qualified individuals within that classification with experience in conducting these types of compliance inspections.

#### ***Metrics of performance evaluations for each goal***

The proud men and women of the Oakland Fire Department are committed to providing the highest quality of responsive services to the residents of Oakland. Staff continuously evaluate these strategies and personnel to ensure that OFD promotes and represent current best practices in order to increase the efficiency and effectiveness of the department. The following is an overview of the tools and metrics each division of the department uses to evaluate the goals included in the work plan.

**Operations Bureau:** In order to maximize the use and effectiveness of resources to support the timely and efficient delivery of services to the Oakland community, OFD has increased its utilization of technology and data to identify gaps in its response strategies to track and manage

resources. Good information is rooted in good data. The technology currently in use by the Operations Bureau to extract data includes:

- **Target Solutions** is an online tool delivers online continuing education courses for OFD members along with applications that simplify compliance and operations management, scheduling, delivering, tracking and reporting mandatory fire department tasks. Currently Target solutions is helping to expand OFD's use of education and tracking of firefighter training records.
- **Deccan ADAM (Apparatus Deployment Analysis Module) and CAD Analyst** is in use to evaluate new development in Downtown and East Oakland, and the direct impact on OFD's ability to maintain service delivery.
- **SitStat** – Has been provided to Battalion Chiefs to allow for Automated Vehicle Location tracking of resources and to assist on-scene with resource tracking.
- **First Watch** – OFD is creating Dash boards for Battalion headquarters to allow for real-time shift performance monitoring of turnout and total response times.
- **NFIRS** – The National Fire Incident Reporting System is a reporting standard that OFD and hundreds of fire departments around the country use to uniformly report on the full range of their activities, from fire to Emergency Medical Services (EMS) to severe weather and natural disasters. By contributing to this NFIRS reporting system, OFD can do the following: track and manage apparatus and personnel information; document the full range of department activity, and justify budgets with summary and statistical data; focus on current community challenges; predict future issues; and measure a program's overall performance.

The development of a forthcoming 2020-2025 Strategic Plan will include the process of creating a standards of coverage plan. This will require, among many things, a thorough examination of potential risks in the community, the current capabilities of the fire department, anticipated growth of the city, and a specific set of benchmarks that city officials and fire chiefs can use to measure success.

**Support Services:** The key priorities of this division pertain to the upkeep and acquisition of OFD infrastructure and equipment (including vehicle fleet and fire apparatus), and the operational effectiveness of the Fire Dispatch Center.

The metric for managing minimum staffing levels at the Fire Dispatch Center (FDC) follows *NENA: The 9-1-1 Association* recommendations. *NENA* serves the public safety community as the only professional organization solely focused on 9-1-1 policy, technology, operations, and education issues.

*NENA* works with OFD, and other public policy leaders, emergency services and telecommunications industry partners to develop and carry out critical programs and initiatives, to facilitate the creation of an IP-based Next Generation 9-1-1 system, and to establish industry leading standards, training, and certifications.

For example, the Fire Dispatchers recommended five (5) staff per shift is based on the *NENA* worksheet for FDC 2018 call volume using the Erlang-C formula. Vacation, Holidays, Training, Sick were all considered. The staffing will increase by two (2) full time employees, over the course of the FY 2019-20 budget cycle, to a total of 20 FTE will permit the following:

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- Eliminates the need for excessive overtime.
- Covers all City leaves with (4) minimum staffing.
- Permits the need for continuous training.
- Reduce answering speeds
- Lessens abandoned call rate
- Address increased call volume

OFD has an apparatus replacement plan and an infrastructure plan for facilities, primarily Fire Stations. Support Services also is responsible for tracking the Measure KK spending plan for OFD's Capital Improvement Plan (CIP), which is done in coordination with other departments and the City Administration.

**Fire Prevention Bureau (FPB):** To achieve the goals and objectives of the Workplan 2018-2020, bureau will incorporate best practices in organizational performance assessment methodology to include:

- Baldrige Performance Excellence Program Framework (U.S. Department of Commerce, National Institute of Standards and Technology)
- Center for Public Safety Excellence/Commission on Fire Accreditation International Self-Assessment Manual

To measure the FPB's efforts to increase Fire Prevention and Community Risk Reduction while providing effective service delivery in the areas of special events, buildings/construction, fire protection systems installation and use, and code enforcement, OFD has begun using ACCELA, an online platform which enables residents to connect with governments and is helping OFD to streamline processes, taking the planning, permitting, inspection and code enforcement services away from land-locked, manual systems and towards efficiency-obsessed cloud based solutions. This tool is and will be utilized to manage, measure and record: fire code inspections/fire prevention/fire investigations activities. The FPB is currently undergoing a transition in its fire code inspection records management system from One Step to ACCELA. One Step currently serves as FPB's primary records management source and will serve as the legacy archive for fire code inspection records. Vegetation Management activities have been entered into ACCELA since 2018 Operations (line companies) and is currently undergoing ACCELA field testing. The FPB/ACCELA team will develop, test and phase in the FPB permits and inspections module and continue to coordinate with Finance on fee recovery.

The Bureau also is committed to investing in education and resources necessary to maintain an effective workforce that is both responsive and accountable. A three-pronged approach will assist in the success of this goal.

- Full ACCELA implementation
- A FPB training database to be developed based on state fire inspector/investigator certification requirements
- The Development of a FPB performance index to assess and measure workload

**Fiscal & Administration Services Division (FAS):** This division has three core goals which when completed will help stabilize each division of the Fire Department. The goals and metrics

include: Promote strategies to improve personnel management and workplace environment; foster a culture that emphasizes and enhances employee health and safety; strengthen and enhance OFD's ability to deliver public services through the proactive and prudent use of funds, which includes the development of long term, multi-year budget plans that address current and projected needs.

To execute and evaluate progress on these goals:

- FAS staff continues to meet regularly with Managers and Supervisors to provide guidance regarding interpretation of MOUs, Personnel Manual, City Policy and OFD Policy. FAS provided an outline of the steps for civil service recruitment and appointment to Managers. Recruitments are tracked through NeoGov (city's applicant tracking system). City provided training is tracked by Department of Human Resources and Management and Target Solutions (city's online training system). In FY 2019-20, all OFD employees will have city email and will receive DHMR publicized training opportunities.
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- DHRM has an existing Supervisory Academy. FAS will work with Employee Relations to annually conduct Employee Issues, Grievance Handling, and Administrative Investigation trainings for Managers and Supervisors; and will work with the City Attorney's Office to conduct Skelly Officer training as needed.
- Though returning to full duty is medically determined by a treating physician, OFD has established a more rigorous process to assure individuals are offered modified duty work to stay engaged. It has been proven that injured workers recover at a faster pace and return to full duty sooner when given an opportunity to stay connected and perform meaningful duties while on injury status. OFD has made Transitional Duty or Light Duty work available to employees with medical work restrictions whether an industrial or non-industrial illness/injury.
- The OFD Workers' Compensation Coordinator is in daily contact with "Return-to-Work Services" (NPA) to assure immediate placement of employees when released with work restrictions.
- From 2016 to 2018 OFD increased Modified Duty participation from 10% to 41% summary is below:
  - 2016 total claims 178 with total days lost 8,146 with total 877 days in Mod. Duty (10%)
  - 2017 total claims 157 with total days lost 3,361 with total 221 days in Mod. Duty (6.5%)
  - 2018 total claims 167 with total days lost 1,388 with total 578 days in Mod. Duty (41%)
- FAS will continue to send out a Monthly Financial Summary Report to the Chief and Division Managers which makes spending practice recommendations and continue the monthly budget meetings with the Budget Bureau. FAS in in the process of establishing quarterly meetings with Division Managers to discuss projected funding needs.
- The Assistant to the Director maintains a Shared Drive listing primary and secondary points of contacts for OFD contracts. In April 2019, FAS provided the Assistant to the Director a list of departmental vendors with annual spending totals.

Lastly, Oakland continues to pursue state and federal grant opportunities to fund this work and will partner with neighborhood organizations and regional partners to ensure that wildfire

prevention is strategically coordinated and mutually beneficial. In FY 18-19, FAS filled its new Budget and Grants Administrator position. The incumbent will identify grant opportunities and maintain a tickler file; maintain a grant tracking system to track grant applications, awards, and expenditures; and will identify grant management materials that provide guidance to division Grant Managers.

**Medical Services Division (MSD):** The 2018-20 goals for this division encompass the following areas: Medical Oversight; Infrastructure and Equipment; and Workforce Development.

Progress in the area of medical oversight is measured using County EMS-supplied software "Tableau" which allows OFD to mine the patient care records (PCR). We monitor skills performed by each paramedic in order to comply with the County requirements. OFD also tracks the use of BLS ambulances for the four (4) Bravo call determinants they respond to in order to confirm these are low acuity calls – this is also done with "Tableau".

As of July 1, 2019, OFD will be moving to a new ePCR platform – ESO. This will enable the MSD to better mine the ePCR data with FirstPass software from FirstWatch. The County is providing access to FirstPass but OFD is also purchasing additional capabilities with FirstPass in order to be able to provide better ad-hoc reporting as well as complete mining of the data.

MSD is working with Information and Technology Department to provide two (2) years' worth of medical triage data to Priority Dispatch (software used for medical triage) to determine the potential for adding a nurse triage system into the current Medical Priority Dispatch System (MPDS). This would pull very low acuity calls out of the 9-1-1 system and have the nurse do additional questioning and ultimately refer these patients to an Urgent Care facility, their own doctor, or provide instructions to follow at home. This has the potential of creating system savings with the elimination of an ambulance response and an emergency room visit. There is a potential for creating a revenue stream with identified system savings to health insurance companies.

The MSD has outfitted the Bike Medic Program with all required equipment, medical equipment, and supplies. This program can deploy a Paramedic and EMT as a team to large gatherings (parades, festivals, etc.) to provide rapid response and initial care and treatment of patients. The scheduling of the Bike Medics is done through Operations.

Regarding Infrastructure and Equipment, the MSD is moving forward with a Request for Proposals to purchase electronic tracking software for controlled substances inventory. This will also be used to inventory medical supplies, equipment, and medications on fire companies as well as at the MSD. Staff also track use of medical supplies through reports from vendors and from the Fiscal and Administrative Services Division – mainly using Excel and Oracle.

MSD has budgeted for and will be implementing Emergency Fire Dispatch (EFD) at Fire Communications. The goal is to have the implementation completed by the end of 2019 or the first quarter of 2020. This is a standardized method of 911 dispatchers questioning a caller to quickly identify the hazard/emergency (structure fire, hazardous materials incident, confined space incident, etc.), and respond the appropriate resources.



The division is currently field testing two (2) different wireless devices on fire apparatus to replace current end-of-life wireless devices on all fire apparatus. Staff have begun discussions with the Information Technology Department (ITD) related to replacement of aging mobile data terminals (MDTs) which are reaching end-of-life. This will be done with vendors providing loaners for staff to install and field test.

Monthly meetings with the ITD staff assist with both on-going technical-related issues as well as moving to a strategic plan for OFD technology. The EMS Division is working on a 5-year plan with ITD to assure OFD remains current with technology advances. One of the upcoming enhancements will be the addition of Text-to-911 however, not likely until the new computer-aided design and drafting (CADD) technology system is in place and online.

The CAD Replacement Project is moving forward – the LiveMUM (move-up software) has been installed and being evaluated for the next few months. This will allow more consistent methodology in how staff manages move-ups and covering service voids created by surge activity. The Locution fire station alerting system will begin installation in the next 2-3 months to replace the existing end-of-life alerting system.

In the area of Workforce Development, The Medical Services Division continues to provide all required training for EMTs and Paramedics to meet Federal, State, and County requirements. Training curriculum is updated to add training on timely topics such as MCI-related incidents due to terrorism (i.e. Vehicle driving through crowded gatherings, active shooter, etc.). Certification and licensure compliance is monitored through Target Solutions software.

The Medical Services Division is expanding staff resources that are trained as Designated Infection Control Officers (DICO) to a total of three (3) EMS Coordinators. This will provide adequate depth of coverage in addition to the established nurse exposure phone line that is in place 24 hours a day, seven days a week.

**Oakland Emergency Services (OES):** This division is currently in the process of subscribing to the Emergency Management Accreditation Program (EMAP). EMAP is an independent, non-profit which adopts best practices for assessing against clear and comprehensive standards, creating a safer community for all.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council Receive An Informational Report (Supplemental) From The Oakland Fire Department (OFD), Including the 2018-2020 Workplan and 2020- 2025 Strategic Plan.

For questions regarding this report, please contact Darin White, Fire Chief, at 510-238-4052.

Respectfully submitted,



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