

## DEPARTMENT OF FORESTRY AND FIRE PROTECTION

### State Board of Fire Services

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## MINUTES

### State Board of Fire Services

#### Wednesday, February 26, 2003

#### Sacramento, California

#### MEMBERS PRESENT:

John Tennant, State Fire Marshal  
Richard Alarcon, California Labor Federation  
Steve Brown, Fire Districts Association of California<sup>1</sup>  
Michael Esparza, California State Firefighters Association  
Richard Guerrero, International Association of Fire Fighters  
Dallas Jones, Director, Governor's Office of Emergency Services<sup>2</sup>  
Richard Mayberry, California Professional Firefighters  
Dan Terry, Chair of the California Fire Fighters Joint Apprenticeship Program  
Jim Wright, Acting Chief Deputy Director, California Department of Forestry and Fire Protection

#### MEMBERS ABSENT:

Denny Bungarz, County Government  
P. Michael Freeman, California Metropolitan Fire Chiefs  
Rick Martinez, California Fire Chiefs Association  
Denny McEntire, City Government  
Thomas Sullivan, Fire Districts Association of California  
Harry Wilson, Insurance Industry  
John Winder, California Department of Forestry Firefighters

#### STAFF:

Nancy Wolfe, Assistant State Fire Marshal  
Randy Roxson, Assistant Deputy Director, State Fire Marshal Operations<sup>3</sup>  
Art Cota, Division Chief, State Fire Training<sup>4</sup>  
Gini Krippner, Division Chief, Code Development and Analysis, State Fire Marshal  
Mike Richwine, Division Chief, Fire Engineering, State Fire Marshal<sup>3</sup>  
Leslie Haberek, Senior Deputy, Code Development and Analysis, State Fire Marshal<sup>3</sup>  
Ingrid Icasiano, Senior Deputy, Code Development and Analysis, State Fire Marshal<sup>3</sup>  
Rodney Slaughter, Senior Deputy, Code Development and Analysis, State Fire Marshal<sup>3</sup>  
Susan Kingren, Management Services Technician, Code Development and Analysis, State Fire Marshal<sup>3</sup>  
Dave Driscoll, Region Chief, Northern Region, California Department of Forestry and Fire Protection<sup>4</sup>

#### GUESTS:

Fire and Life Safety Buildings Standards Advisory Board and Guests (*Refer to FLSAB Minutes for attendees*)  
Neal Allbee, Sierra College  
Paul Armstrong, International Code Council<sup>3</sup>  
Ray Bizal, National Fire Protection Association<sup>3</sup>  
Pat Cooney, Fire and Rescue Branch, Governor's Office of Emergency Services  
Eric Pearce, California State Firefighters Association  
Bob Raymer, California Building Industry Association  
Kim Zagaris, Fire and Rescue Branch, Governor's Office of Emergency Services<sup>4</sup>

<sup>1</sup> Member Brown arrived at 10:00 a.m.

<sup>2</sup> Member Jones left at 11:00 a.m. and rejoined the meeting at 2:30 p.m.

<sup>3</sup> Attended the morning session (joint meeting of the State Board of Fire Services and the Fire and Life Safety Building Standards Advisory Board).

<sup>4</sup> Attended the afternoon portion of the State Board of Fire Services Meeting

**I. CALL TO ORDER**

Chief John Tennant, Chairman of the State Board of Fire Services (SBFS), called the joint meeting of the State Board of Fire Services and the Fire and Life Safety Building Standards Advisory Board (FLSAB) to order at 0940 hours at the Governor's Office of Emergency Services (OES) Headquarters, 3650 Schriever Avenue, Mather, California. He explained that the two meetings were to run concurrent during the morning session to introduce the members of each board who would be serving in an advisory capacity on building code issues and for both boards to be in attendance during the presentations by the code purveyors. He added that this is the first meeting of the FLSAB in several years and is created under regulation for use during the process of adopting, amending or repealing a building standard. The SBFS is organized under statute to represent the fire service and give advice to the State Fire Marshal (SFM). The two boards, together, will be making a recommendation to the SFM on code selection toward the end of May 2003.

**II. ROLL CALL**

Roll call of the SBFS was conducted. A quorum was not established until Member Brown arrived at 10:00 a.m. It was noted that no action items were discussed nor actions taken throughout the meeting without a quorum present.

**III. INTRODUCTIONS**

Self-introductions of the members of the SBFS and FLSAB, along with staff and guests were conducted.

**IV. APPROVAL OF MINUTES OF OCTOBER 30, 2002 MEETING**

Chief Tennant called for additions or corrections and approval for the minutes from the October 30, 2002 meeting.

*Motion: Terry/Guerrero; Discussion: None; Vote of Members: Unanimous for Approval.*

**V. ANNOUNCEMENTS**

Chief Tennant thanked Member Jones for affording the opportunity to meet in this wonderful venue.

Chief Tennant advised that the afternoon session of the SBFS would be held at the SFM Headquarters, 1131 S Street, Sacramento, California, whereas the FLSAB would continue to meet at OES Headquarters for their afternoon session.

**VI. REGULATIONS UPDATE**

**A. Code Adoption Process – Overview and Specifics**

Chief Tennant introduced Gini Krippner, Division Chief of SFM Code Development and Analysis, to present an overview on the code adoption process.

Chief Krippner recapped that the SFM operates under two processes for regulation adoption; through the California Building Standards Commission (CBSC) for building standards, and the Office of Administration Law (OAL) for non-building standards. There are several regulations packages the SFM is currently proposing:

1. One package is a result of Senate Bill 1896 that directs the SFM to develop regulations in coordination with the Department of Social Services Community Care Licensing Division for the inclusion of bedridden clients in Group R, Division 2 occupancies. The proposed regulations are in draft form and will be discussed during the afternoon portion of the FLSAB meeting. SFM will submit the regulations package to CBSC as an emergency adoption.
2. Senate Bill 1361 directs the SFM to develop regulations relative to adult day care occupancies and the use of delayed egress control devices and secured perimeters. As a result of this mandate, the SFM was asked by the fire service to also consider inclusion of non-ambulatory clients in adult day care facilities.
3. There are two Title 19 regulations packages (non-building standards). The first regulations package relates to fire drills and evacuation drills in several types of occupancies, including adult day care and high rise buildings. Senate Bill 575 directed the SFM to change the frequency of fire drills in schools. Therefore, the regulations package addresses fire drills in all three occupancies.

4. The second Title 19 package is an update to Title 19 that references the 1979 edition of the Uniform Fire Code (UFC). SFM is proposing to adopt the reference to the 2000 edition of the UFC, which is the most current edition available at this time.

Chief Krippner also noted that the SFM has received a grant, through OES, to develop building standards in the urban wildland interface. Through use of an ad hoc committee, a rough draft of written regulations has been developed and is being studied; this is an ongoing project.

Chief Tennant reported that California has lost four residents in Group R, Division 2 occupancies in the last 90 days in separate events. These were non-ambulatory residents in licensed facilities who were unable to evacuate and staff was unable to move them effectively. SFM is very interested in making sure that California residents are afforded a better level of protection in the future in those types of circumstances. Chief Krippner responded that the issue of addressing non-ambulatory clients in Group R, Division 2 occupancies is included in the agenda for the afternoon session of today's FLSAB meeting.

## **VII. FIRE AND LIFE SAFETY BUILDING STANDARDS ADVISORY BOARD**

### **A. Overview and Tasks of the Fire and Life Safety Building Standards Advisory Board**

Chief Tennant introduced Randy Roxson, Assistant Deputy Director, SFM Operations. Chief Roxson reiterated that the FLSAB is created by regulation (Title 19, § 2.06). The SBFS is created under statute. He defined the membership composition of the FLSAB. The FLSAB advises the SFM on regulatory issues, whether building or non-building standards. The SFM will seek the advice of the FLSAB on proposed regulations; the only exception would be for a regulation proposed as an emergency adoption. Emergency regulations are made effective immediately and, within 120 days thereafter, the SFM would hold public hearings to comply with the public participation process.

Chief Roxson stated that the FLSAB will first be tasked with examining the code selection. Chief Tennant elaborated that part of this process involves code-working groups created by the SFM and designed to work under the supervision and with a Senior Deputy State Fire Marshal to provide a comparison of the model code adoption processes of NFPA and ICC. Chief Roxson added that the code-working groups will complete their comparison by March 31, 2003, and bring forward their findings to the FLSAB for their consideration. The FLSAB will consider the comparisons and make a recommendation to the SBFS, who will then consider and make a recommendation to the SFM prior to the SFM appearing before the SBSC.

### **B. Code Purveyor Overviews**

#### **1. International Code Council**

Chief Krippner introduced Paul Armstrong, representing the International Code Council (ICC). Mr. Armstrong explained that the ICC, in response to the need for a single set of consistent construction regulations, has developed one complete family of codes with the exception of the electrical code, in which the National Electrical Code (NEC) is referenced. The ICC offers a complete set of support services, certification exams, seminars, along with a complete subsidiary for building project evaluations and code opinions. He also described their code adoption process.

#### **2. National Fire Protection Association**

Chief Krippner introduced Ray Bizal, the Western Building Code Field Office Representative from the National Fire Protection Association (NFPA). Mr. Bizal's slide presentation and handouts described the history and mission of NFPA, the C3 (Comprehensive Consensus Codes) Integrated Code Set, NFPA 5000 (Building Construction and Safety Code) and their Fire Code (NFPA 1). He also discussed the support services, research services, training and certification programs offered by NFPA and illustrated their code adoption process.

*The joint meeting of the SBFS and the FLSAB concluded at 12:10 p.m. The FLSAB reconvened at OES Headquarters for their afternoon session; the SBFS reconvened at 1:37 p.m. at the SFM Headquarters, 1131 S Street, Sacramento.*

**VIII. LEGISLATIVE UPDATE**

Chief Krippner stated that Assembly Bill 1216, introduced by Assembly Member Vargas, would amend Section 51189 of the Government Code, and Section 13108.5 of the Health and Safety Code, relating to fire safety. This bill would require the SFM, no later than January 1, 2005 and in consultation with the Director of CDF, to prepare regulations that provide for comprehensive space and structure defensibility from exterior fire penetration in the urban wildland interface. This relates to the grant on building standards in the urban wildland interface.

Chief Tennant also mentioned that Assembly Bill 702, introduced by Assembly Member Jackson, would provide for cleanup language relating to the SFM – CDF consolidation.

**IX. STATEWIDE TRAINING AND EDUCATION ADVISORY COMMITTEE UPDATE**

Division Chief Art Cota stated that, because of some vacancies in the membership, the Statewide Training and Education Advisory Committee (STEAC) has not met since the last SBFS meeting in October, 2002. Therefore, he has no information to report.

**X. OLD BUSINESS**

**A. “First Responder Operations – Terrorism Consequence Management” Curriculum (WIA Grant)**

Chief Tennant advised that this program has been very successful. Compact disks were given to SBFS members and have already been distributed throughout the State. There have been 450 individuals from 170 agencies engaged in the “train the trainer” program. There are currently 306 instructors representing 136 agencies throughout the State. Chief Tennant reported that the response of those who have been exposed to this training program has been positive and we are very appreciative of the California Fire Fighter Joint Apprenticeship Committee for being able to get this distributed throughout the State during this short period of time.

**B. “Rapid Intervention Crew Tactics” Curriculum, Update**

Chief Cota provided an overview of the “train the trainer” classes held a few years ago regarding the “Rapid Intervention Crew Tactics”. Chief Cota provided each SBFS member with a copy of the complete curriculum for the “Rapid Intervention Crew Tactics, including the instructor guide and student manual.

Chief Cota discussed the low-profile ladder bailout and emphasized that it is offered and clearly identified in the curriculum as an “optional skill”. He distributed copies of the registration form that includes a sign-off statement for the fire chief regarding this optional training and, for those attending without the written endorsement of the fire chief, a sign-off statement acknowledging that this optional skill may not be taught without the expressed approval of the fire chief.

At previous SBFS meetings, Member Freeman, among others, had voiced concerns regarding the low-profile ladder bailout training. Because Member Freeman was unable to attend today’s meeting, Chief Tennant asked that this issue be presented as an informational item today to allow Member Freeman to participate if he sees a need for further discussion.

**C. Firefighter I, Firefighter II Certification/Work Experience**

Chief Cota explained that some years ago a number of work experience/intern programs were being offered in a collaborative effort between fire agencies and community colleges or regional occupation programs. While State Fire Training was very supportive of these types of programs, there was a need to provide clarification relating to Firefighter I and Firefighter II certification. A proposed letter to fire chiefs/fire technology directors had been drafted and presented to the SBFS at a previous meeting, but never finalized and distributed. A draft “internship program criteria” has since been prepared and was distributed to the SBFS at today’s meeting, along with the previous draft letter to the fire chiefs/fire technology directors.

Member Brown recalled that the SBFS did not wish to send the first draft letter because more definition was needed to enable the community college or fire department to better identify whether the criteria was being met for certification of Firefighter I and II in their program. Thus, the draft “internship program criteria” has been developed as suggested language to further clarify the elements needed for certification.

Member Alarcon asked if there is a time limit of the certification to be valid for participants who have completed this program. He expressed concern of misleading participants or employers of the training received under this program, which includes only basic skills.

During the discussion, Member Mayberry suggested that this issue be continued to allow more thought and consideration, as he was not in a position to take action at this time. Through further discussion, it was suggested that it might be the desire of the SBFS to not take a position on this issue.

*Motion: Terry/ Alarcon to table the Firefighter I and II Certification/ Work Experience issue; Chief Tennant noted that a motion to table an issue is not debatable and there being no objection, the issue is placed on the table.*

**D. Accreditation of Academies; Needs Assessment**

Chief Cota recalled that at the SBFS meeting held October 30, 2002, there was discussion concerning the number and geographic location of accredited regional fire academies. In response, Chief Cota distributed a geographical list of accredited regional and local academies at today's meeting.

Additionally, at the previous meeting, it had been asked whether the accredited regional academies have mechanisms in place to track the success of graduates securing job placements in the fire service, as well as their ability to provide the fire service with an entry-level candidate pool that is diverse in ethnicity and gender. In response to these concerns, Chief Cota distributed a sample application for accreditation that includes job marketing information/projections issued by the Employment Development Department (EDD) relative to the geographical area that the academy serves. Also distributed was a draft letter to Regional Fire Academy Directors that would request their feedback on these issues. Copies of the SFM policy for accreditation of regional and local academies were also distributed.

Further discussion suggested that more reliable statistics might be obtained from fire departments that hire the graduates, since academies are not required to track the job placement success rates of their graduates into the fire service. Training dollars need to be spent wisely, whether they should be committed to pre-employment or post-employment. The fire departments have a vested interest in redirecting the training dollars to the departments themselves and would provide some motivation for them to track this needed information. Member Esparza added that the needed statistics for tracking the success of the academies could be obtained from the completed Firefighter I and II cards submitted to the SFM. However, considering the staff resources and time required to complete this task, this may not be feasible for SFM.

Member Jones stressed the importance of knowing the numbers as well as the success for their job placement in the fire service, noting this core information is needed to make a better decision where those critical dollars are spent, whether for pre- or post-employment.

Chief Tennant introduced Region Chief Dave Driscoll from the CDF Northern Region. Chief Driscoll explained that CDF is considering requiring Firefighter I certification for seasonal and limited-term hiring and any SBFS consideration of changing the number of accredited academies could affect the available pool of candidates. Member Terry responded that the candidate pool would not be affected, however, the gender and ethnicity diversity issues could be a concern.

Member Mayberry suggested that, since there are accreditations already in place, a moratorium on future accreditations could be applied, unless they are post-employment. When the needed data and information is made available to the SBFS, adjustments to either expand or contract under our existing accreditations could be considered.

Member Terry explained that this is a "work in progress" and the information submitted at today's meeting by Chief Cota helps to identify what is currently available in California. Member Brown added that this information on academy accreditations had been requested during the SBFS's discussion of accrediting academies outside California (in bordering states) at a previous meeting.

After further discussion, Chief Tennant stated he would prepare a draft letter for distribution to fire agencies inquiring as to how many new hires for their department, in the last few years, are accredited academy graduates, and, if so, from which academy. Member Terry offered to help in the development of additional questions that could be included in this survey. This proposed letter will be presented to the SBFS for their input and suggestions before finalizing and distributing to the fire agencies.

The need of identifying the skills that candidates will need in order to obtain employment in today's fire service, such as paramedic training, was also discussed.

After further discussion and in an attempt to save time at today's meeting, Chief Tennant asked that the SBFS members submit their thoughts and proposals on this issue in written form to either him or Chief Cota to be discussed during a future SBFS meeting.

**E. National Fire Incident Reporting System (NFIRS)**

Chief Krippner stated that the SFM has converted the data collection system to the National Fire Incident Reporting System (NFIRS), effective January 1, 2003. To date, there are approximately 174 departments now reporting in NFIRS. Considering there were only about 300+ out of approximately 900 departments reporting under the previous California Fire Incident Reporting System (CFIRS), SFM is somewhat pleased with the number of departments already reporting under this new system. SFM is continuing to work towards bringing more departments on board with reporting and anticipate the number will double from 174 during the next quarterly reporting period. Chief Krippner noted that a new email address is also available for NFIRS data submittals: [cairs@fire.ca.gov](mailto:cairs@fire.ca.gov).

In an effort to increase the number of departments using NFIRS, SFM has offered free training and the U.S. Fire Administration's (USFA) National Fire Information Council (NFIC) has provided instructors and training. Free software for NFIRS reporting is also available through USFA.

Chief Krippner also noted that a grant program for the National Fire Plan has been approved (\$125,000 federal share) and is being administered through CDF Fire Protection to be used towards the purchase of software and hardware for fire departments that need assistance in reporting through NFIRS.

Chief Tennant stressed that the absence of obtaining complete data in California makes the fire service "blind" in identifying potential problems in the State. Member Wright stated that the OES system, through regional and area operations, is another path of communication available to get the message out to agencies on the importance of reporting incidents through NFIRS.

**XI. NEW BUSINESS**

**A. FIRESCOPE Strike Team Leader Curriculum**

Chief Tennant stated that this item did not go before STEAC, but was rather a curriculum developed in coordination through FIRESCOPE. The desire was to get this guide in place before the fire season this year. Because STEAC has not met recently, Chief Tennant asked that the SBFS consider approving the "Incident Command System, S-330 Strike Team/Task Force Leader – All Risk Guide" that has been developed through FIRESCOPE for distribution and dissemination to the fire service. He added that the Strike Team Leader is a much-needed component of fire service training in California.

Pat Cooney, Fire and Rescue Branch of OES, explained that this curriculum already existed but was written primarily for national use in the wildland fire environment. The update took the old curriculum and made it "all risk" and conformed the existing national wildland curriculum for use in California, expanding the training from 16 to 32 hours because of the addition of the "all risk" components. This course meets the National Wildfire Coordination Group (NWCG) standards and exceeds the California Incident Command Certification System (CICCS) standards.

Member Esparza asked if there is a refresher-type curriculum available for strike team leader. Chief Cooney responded that OES Fire and Rescue Branch offers a 6-hour refresher course that is held annually throughout the state. This refresher course sharpens the skills of the local government strike team leader who responds to a forest agency wildland fire. Chief Driscoll added that, a strike team leader, particularly

under CICCIS, has a currency standard; if a person doesn't serve as a strike team leader within a 5-year period, that person drops back as a trainee and needs to complete "refresher experience" (on-the-job experience).

*Motion: Esparza/Brown to approve the FIRESCOPE Strike Team Leader Curriculum for distribution to the fire service; Discussion (as summarized above); Vote of Members: Unanimous for Approval.*

**B. Incident Certification System**

**1. California Incident Command Certification System (CICCIS) and California Specialized Training Institute (CSTI)**

Chief Pat Cooney, Fire and Rescue Branch of OES, explained that the certifications and qualifications for the CICCIS have been discussed for years. In 1998 the SBFS created an interagency task force to study the development of the certifications and qualifications system that headed toward wildland fire use and the FIRESCOPE incident command system. Members Esparza and Brown, along with Chief Cooney were some of the original members of this group. Dan Francis, the State Fire Training Chief at the time, initially led this group with Member Steve Brown later assigned as Chair and Member Esparza as Vice Chair.

Through various meetings as well as public contact (including the fire service), the development of a partnership between the SFM (providing the State Fire Training side) and OES Fire and Rescue Branch (providing the coordination through the mutual aid system) was established. Once the participants met the certifications and qualifications, they could be used throughout the mutual aid system.

Chief Cooney continued that the CICCIS includes peer review; the local level handling the Incident Command System (ICS) 100 and 200 level, and the Operational 300 and 400 levels through peer review of fire service peers at the OES regional level. There was originally a need identified for a "grandfathering in" process (historical recognition). This historical recognition period was established to run for two years. After reviewing all the recommendations, the issue was brought to the SBFS for their consideration and the SBFS approved it at their November, 2000 meeting. Historical recognition began with a joint letter signed by Chief Tennant (SFM) and Chief Zagaris (OES, Fire and Rescue), stating that the beginning of the two-year historical recognition period would begin on August 1, 2002.

Chief Cooney stated that, since then, we have distributed approximately 1600 to 1800 compact disks throughout the California fire service that include all the documents, instructions and standards of CICCIS.

Chief Cooney added that one of the recommendations of the task force was to review, after the first year of implementation (the summer of 2002), to identify any needed changes. The system seems to be working and is well accepted. Chief Art Cota will reconvene the task force for a review of the system.

**C. California Fire and Arson Training Fund Fees**

Chief Cota commented that the California Fire and Arson Training Fund fees charged will need to be addressed in the very near future. There has not been a fee adjustment for 6 to 7 years while various costs including workers compensation and employee services continue to rise.

**XII. SCHEDULING OF STATE BOARD OF FIRE SERVICES MEETING FOR MAY, 2003**

Chief Tennant stated that a SBFS meeting needs to be set in May to present the opportunity for the SBFS to hear the basis for the recommendation from the Code Committee (FLSAB) for the adoption of the building code for California. He stressed the importance of having a quorum at this meeting.

Therefore, in addition to the previously scheduled meeting for Thursday, April 24, 2003, a meeting will also be held on Thursday, May 29, 2003, beginning at 0930 (location in Sacramento to be announced).

**XIII. STATE BOARD OF FIRE SERVICES MEMBER COMMENTS**

For information, Chief Cota distributed copies of a news release announcing the formation of a steering committee of fire service and educational professionals to develop a crucial Fire Training Strategic Plan for the California fire service. This was a result of the North/South Training Officers submitting an item to California Fire Chiefs Association as part of their yearly goals and objectives about 1½ years ago.

Member Guerrero mentioned the issue of the firefighter survivability test and offered to share any information he is able to obtain on this subject at a future SBFS meeting.

**XIV. MEETING ADJOURNMENT**

The meeting was adjourned at 3:55 p.m.

**Meeting Minutes Developed by:  
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