

**Public Safety Committee Pending Legislative Files 2005-2013  
as of 12/10/13**

	1	2	3	4	5
	File ID #	City Council Referral Date	Committee Agenda Date	File ID Title	File Status
1	04-1972	None	11/9/2004 & 11/23/2004	Request City Manager to place all security personnel under the supervision of the Chief of Police.	Held in Committee
2	06-0845	9/5/2006	1/30/2007	Recommendation to receive and file a report on the status of Insurance Services Office (ISO) rating and Commission on Fire Accreditation International (CFAI) information.	Held in Committee

**Column Descriptions:**

**Column 1:** Pending standing committee Legislative File ID Number.

**Column 2:** City Council agenda date that the pending legislative file was referred to committee.

**Column 3:** Committee agenda date the legislative file appeared in committee as docketed by the Chair.

**Column 4:** Title of the legislative file.

**Column 5:** In Committee means that the item was referred to committee by City Council but never appeared on the committee agenda, unless indicated otherwise; Held in Committee means the item was laid over at the committee meeting and did not return to committee, unless indicated otherwise.



RECEIVED  
CITY CLERK  
LONG BEACH, CALIF.

#4

01 OCT 10 PM 3:30

**Date:** October 10, 2001

**To:** Honorable Mayor and City Councilmembers *DB*

**From:** Vice Mayor Dan Baker

**Subject:** **Request City Manager to place all security personnel under the supervision of the Chief of Police**

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**BACKGROUND:**

The city employs a large number of security personnel who handle a wide range of duties. Presently, several city departments manage their roles and responsibilities, while the Police Department is the natural home for all of these officers. The supervision of the Chief of Police can offer improved officer training and oversight.

**PROPOSAL:**

**Request City Manger to place all security personnel under the supervision of the Chief of Police.**



**Date:** October 16, 2001  
**To:** Dan Baker, Vice-Mayor, 2nd District  
**From:** Henry Taboada, City Manager   
**Subject:** NON-SWORN SECURITY PERSONNEL

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Attached, for your information, is a breakdown of the City's non-sworn security personnel. The table is provided to aide in your discussion of Item #21 on tonight's City Council agenda.

HT:kdh  
Attachment

cc: Mayor and Members of the City Council

City Manager, Harbor, and Water Department Security Positions for FY 02  
(Per FY 02 Proposed Resource Allocation Plan)

Department Name	Position	FTE	Department Total
City Manager		0	0
Community Development		0	0
Financial Management		0	0
Fire		0	0
Harbor	Security Officer I- NC	6	
	Security Officer III	30	
	Security Officer IV	6	42
Health	Security Officer II- NC	1.5	1.5
Human Resources		0	0
Library		0	0
Long Beach Energy	Security Officer I	3	
	Security Officer II	2	5
Oil Properties		0	0
Parks, Recreation and Marine (Current Workforce)	Park Ranger I	3	
	Park Ranger I- NC	3.68	
	Park Ranger II	2	
	Park Ranger Supervising	1	9.68
Planning and Building		0	0
Police	Security Officer I	2	
	Security Officer I - NC	0.8	
	Security Officer II	39	
	Security Officer III	76	
	Security Officer IV	15	132.8
Public Works (Airport)	Security Officer II- NC	2	
	Security Officer III	9	
	Security Officer IV	6	
	Security Officer V	1	18
Technology Services		0	0
Water		0	0

Summary	
Total Security Personnel	208.98
Total Security Personnel Reporting to Chief of Police	132.8
Total Security Personnel Not Reporting to Chief of Police	76.18



**Date:** January 15, 2002  
**To:** *HT*  
Henry Taboada, City Manager  
**From:** *JEL*  
Jerome E. Lance, Chief of Police  
**For:** The Public Safety Committee  
**Subject:** Proposal to Consolidate All Law Enforcement Security Functions Under the Police Department's Direction

02 JAN 15 AM 9:02  
CITY OF LONG BEACH  
ADMINISTRATIVE SERVICES

INTRODUCTION

At the City Council meeting of October 16, 2001, the City Council directed staff to develop a report studying whether all City security personnel should be placed under the Police Chief's supervision and referred this issue to the Public Safety Committee. This report summarizes the history and status of security operations in Long Beach. Several options for managing security are presented, concluding with a recommendation that the Police Department become responsible for all public safety personnel in Long Beach.

BACKGROUND

The issue at hand is complex, with many considerations to explore. Over the years, various City departments realized certain security needs, but budget constraints required solutions less costly than dedicating police officers to patrol specific public facilities. The responsibilities identified were deemed appropriate for security officer or park ranger classifications and departments individually hired the classifications needed under their own budgets. What resulted are public safety personnel under the authority of departments other than the Police Department. Through time, changes in State law required that some of these positions be granted peace officer status, as defined by California Penal Code Section 830<sup>1</sup>.

The City presently provides public safety services in a fragmented manner. Although citywide public safety is the Police Department's responsibility, five other City departments share this duty in limited capacities: Harbor; Parks, Recreation and Marine; Public Works; Long Beach Energy and Health and Human Services. Each of these departments employs security personnel providing safety for persons or property within their jurisdictions. Although Civil Service job specifications mandate hiring criteria, these departments have different scopes of work, methods of operation and levels of authority for the public security officers they employ. Department policies and procedures vary, as do training standards. Consequently, we have security officers working for the same City with varying degrees of training and following different department

<sup>1</sup> Any person who comes within the provisions of this chapter and who otherwise meets all standards imposed by law on a peace officer is a peace officer, and notwithstanding any other provision of law, no person other than those designated in this chapter is a peace officer.

policies. While on duty, many of these employees have the authority and responsibilities of peace officers, yet management control is delegated to departments that do not specialize in public safety.

As a result, two important questions arose: (1) are current arrangements efficient and safe?, and (2) are the inconsistencies liabilities for the City? The following analysis answers those questions by reviewing operations, cost and logistics issues. Research material is available for review upon request.

## ANALYSIS

### **Operations**

Long Beach public security officers (S.O.s) range from grades one through five, with corresponding levels of responsibility. The Civil Service classification specification describes the position's duties as:

*" ...under supervision, performs guard or patrol work on specified shifts to protect public property and/or oversees the work and conduct of persons held in police detention facilities."*

The different grades of the position allow five levels of authority. Grade one positions perform routine guard work in secured areas with little public contact while grades four and five supervise other security personnel in lead positions.

Minimum requirements include: a valid California driver's license, recent experience maintaining physical security of public premises and enforcing regulations, or supervising people held in police detention facilities. For grades two and above, applicants must complete the probationary period, a California Penal Code (PC) Section 832 course and be recommended by an immediate supervisor.

<b>Security Officer Duties</b>	
Patrols and guards areas in several City departments on specified shifts	Dispatches using a radio or telephone
Regulates pedestrian, vehicular or marine traffic	Impounds privately owned vehicles
Enforces rules, regulations and laws	Operates a monitoring console or related equipment
Issues warnings and citations	Spots ships at designated wharf locations
Investigates and detains people suspected of illegal activity	Operates a vehicle or boat in the course of duty
Observes and corrects safety hazards	Enforces boating rules and laws on inland waterways
Assists the public	Screens passengers and baggage at Long Beach Airport
Prepares accurate crime and incident reports	May have to pass a weapons training course for armed assignments
Schedules, assigns and trains subordinate personnel	Other related duties as required

Source: LB Civil Service job specification

### Significant Evolution of Duty - Firearms

As the scope of work for the security officer classification developed in various departments, different responsibilities led to arming security officers with guns, some of which are allowed to carry concealed weapons off-duty. The City now employs armed security officers assigned to departments other than Police. Issuing an employee a firearm means that individual is capable of making critical decisions to draw or discharge their weapon. This authority has been bestowed upon the armed security guards managed by the Harbor, Public Works (Airport Bureau) and Parks, Recreation and Marine (Park Rangers) Departments. Theoretically, these Long Beach security officers can take a human life according to their limited peace officer powers.

#### Harbor Department

Harbor Department security officers are assigned to the Maritime Services Bureau. They protect properties within the harbor area, observe vessel dockings and departures, and inspect wharfs, welding activity and dangerous cargoes. These employees have limited peace officer authority, which allows them to take reports, write tickets, make arrests and respond to emergency calls for service. They are authorized to enter and inspect domestic and foreign-flagged vessels within the Harbor District. They carry a gun during their work shift. Research with the LBPD Internal Affairs Division and Principal Deputy City Attorney Mike Mais revealed that even though Harbor security guards are authorized to perform certain law enforcement tasks on-duty, they are "public officers," not "peace officers," and are not protected under AB 301 (the Peace Officers' Bill of Rights).

Although Harbor guards are not considered peace officers, the Harbor Department has an MOU entitled, "Automatic Aid/Initial Action Agreement for Exchange of Police Services," with the City of Los Angeles, permitting Harbor security personnel to patrol 164 acres of land inside Los Angeles.

Harbor is not a City Manager-governed entity. Harbor personnel operate under the Port of Long Beach tariff and are regulated by a Board of Commissioners. Because of this differentiation, staff checked with the City Attorney's office on the authority of the Police Department to assume control of Harbor security, hypothetically. Deputy City Attorney Charlie Parkin advised the change would have to be articulated in an MOU and voted upon by the Board of Harbor Commissioners. This process would be similar to the Marine Bureau reorganization in 1997.

#### Public Works Department

Security officers assigned to the Public Works Department, Airport Bureau, perform peace officer duties at the Long Beach Airport. They are protected under Government Code 3500 (the right to union representation) and AB 301 (the Peace Officers' Bill of Rights). They are officially designated as peace officers while on the Airport grounds and are authorized to carry a weapon on-duty. Per the City Attorney, they are also allowed to carry a concealed weapon off-duty.

January 15, 2002

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In a recent report on Long Beach Airport security, Public Works Department management states the majority of Airport Security Officers' duties are not related to security. Instead, the Security Officers focus on customer support; safety and aeronautical environment tasks related to Federal Air Aviation (FAA) guidelines. They mostly monitor for air navigation hazards and runway protection integrity, disperse and collect noise abatement information, issue airfield status notices, conduct field searches for aircraft, and perform lighting/signage status checks. They also patrol and observe the area, write tickets, make arrests and take reports.

#### Long Beach Energy

These Security Officers are assigned to the tow yard facility and are unarmed. They monitor the grounds and the access gates. They also dispatch the City's tow trucks for service and assist with crowd control at lien sales auctions. The facility is staffed with Security Officers 24 hours per day, seven days per week; the employees work one of three eight-hour shifts.

#### Health and Human Services

These part-time Security Officers guard several Health facilities and clinics. They are unarmed and work either day or afternoon shifts.

#### Parks, Recreation and Marine Department

Similar to the Security Officer classification, Long Beach Park Rangers specialize in servicing City parks. Rangers are ranked grades one through three and are assigned to El Dorado, Recreation or Heartwell Parks. The Civil Service classification specification describes Park Rangers as:

*"...performing professional and technical duties involving the protection of park property and preservation of the peace therein; incidentally performs duties as a park naturalist."*

Park Ranger I is the entry-level position in the class. Park Rangers II are field training officers for grade one employees and evaluate their performances. Park Ranger III is the first line supervisory position for shifts of Rangers I and II. The Supervising Park Ranger is the top-level supervisor responsible for all ranger operations.

Minimum requirements for hire are more extensive than the Security Officer classification. All Rangers must possess an equivalent to an Associate of Arts degree from an accredited college or university in Recreation, Administration, Park Management, Natural Resources or a related field; complete PC 832 training; and finish a Peace Officer Standards and Training (POST) Level One Police Reserve Academy.



<b>Park Ranger Duties</b>	
Enforces statutes, ordinances and regulations	May arrest, prepare, issue and deliver written notices to appear in court
Periodically patrols large park areas afoot or in a vehicle	Issues verbal warnings
Ensures order is maintained	Reports problems, crimes and other undesirable activities to appropriate authorities
Deals courteously with the public in providing information	Supervises special permit groups
Promotes interest in parks and safe use of facilities	Instructs Park Ranger Explorers
Works as a naturalist in the Nature Center	Makes oral and written reports
Maintains various records	Performs related duties as required

*Source: LB Civil Service job specification*

Park Rangers are assigned exclusively to the Parks, Recreation and Marine Department, Community Parks Bureau. They provide security for people while patrolling El Dorado Regional, Recreation and Heartwell parks. Director Phil Hester advised that although public safety is one of the Rangers' responsibilities, it is not their primary function. Their main role is to act as ambassadors for the Department and City, facilitating park operations and programs. Recent correspondence from Parks, Recreation and Marine indicates Park Rangers are largely dedicated to administrative tasks in the parks:

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Supervise entry fee system</li> <li>• Greet and direct visitors</li> <li>• Verify various permits and explain park rules</li> <li>• Perform minor grounds maintenance</li> <li>• Give emergency first-aid</li> <li>• Process paperwork for campers</li> </ul> | <ul style="list-style-type: none"> <li>• Open and close park gates</li> <li>• Inspect grounds for safety hazards</li> <li>• Present programs at schools</li> <li>• Ensure clean, stocked restrooms</li> <li>• Search for lost children</li> <li>• Liaison with State Fish &amp; Game Department</li> <li>• Special event traffic and crowd control</li> </ul> |
|--|---|

Park Rangers also carry guns on-duty and can carry a concealed weapon off-duty per the City Attorney. They are also protected under Government Code 3500 and AB 301.

### **Concerns**

#### Employee Selection

Hiring qualified employees of the highest character is a top concern in security staffing. Police Department staff who participate in LBPD employee selection are trained to fully investigate applicant's backgrounds and recommend only the most desirable individuals for the job. The Police Department's LiveScan Unit does run criminal records checks on security officer applicants for other departments by sending fingerprints to the Department of Justice. Police Department detectives also do background investigations on these interdepartmental applicants, but actual employee selection is up to the department heads, not the Chief of Police. Again, Police Department personnel trained in law enforcement employee selection are not involved in hiring these

armed security officers who will have peace officer powers on-duty and can carry a concealed weapon off-duty if assigned to the Airport or the parks.

### Inadequate Training

With fragmented security operations, there is no standardized level of training for daily operations or major incidents. Generally, security personnel not assigned to the Police Department complete their tasks with an "observe and report" approach. They have limited law enforcement training, yet they drive marked vehicles, carry firearms and are viewed by citizens to be responsible for various levels of public safety.

Their jobs and authority will put them in positions where they must have a basic grasp of police work and law enforcement policies. Laws and policies governing the use of force should be core concepts of armed personnel's ongoing training curriculum. PC 832 defines when peace officers can make arrests and use force, but specific policies are necessary to interpret how escalations of force should be utilized. The LBPD written use of force policy dictates five application levels: (1) verbal command, (2) weaponless defense, (3) baton/chemical, (4) carotid and (5) firearm. Police-trained officers are schooled in criteria for each level and in techniques to execute the applications as safely as possible for themselves and the public.

A review of Airport, Parks and Harbor use of force policies revealed little instruction that properly addresses this extremely important issue. The Airport's "Guidelines for Security" manual dedicates only one page to use of force. The information is minimal and nonspecific. Airport guards receive no in-service training or refresher courses on the use of force. The Park Rangers' "Ranger Manual" includes a simplistic section on use of force that establishes six levels of enforcement but does not provide detail on criteria for escalation or specific training on how to execute each level. The Harbor Patrol "Procedures Manual" includes more extensive sections on the use of physical force, non-lethal weapons and firearms usage.

What these three departments appear to lack is reoccurring, in-service training on the use of force and the related ever-changing legal guidelines. New case law generates legal updates constantly. Manuals are designed to establish policy. Each of these manuals attempts to do so to varying degrees, but absent are training bulletins and classes designed to update the officers' knowledge base and refresh critical skills. These and other types of skills are "perishable," or easily lost without ongoing, professional training. The Police Department requires its police and security officers to attend Advanced Officer Training Courses (AOTC) on a regular basis to receive legal updates and hands-on instruction on the entire use of force continuum including weaponless defense, arrest and shooting policies, firearm usage, search and seizure techniques and more. An absence of ongoing law enforcement training could be a serious liability to the City under certain circumstances.

Lack of Public Safety Supervision – To most efficiently manage daily security operations, as well as major incidents, command and control should be consistent and centralized. In addition to holding peace officer status, LBPB managers responsible for field enforcement and investigations personnel also attend formal police leadership training, such as the Federal Bureau of Investigation's National Academy, Peace Officer Standards and Training Command College and the West Point Leadership Institution. Police Department managers and supervisors also have a thorough knowledge of AB 301 (Peace Officers' Bill of Rights). Supervisors at various other departments unfamiliar with AB 301 rules are unlikely to realize when their security personnel are doing something wrong, including misuse of force. Assigning public safety personnel to supervisors not trained in law enforcement compromises management oversight, employee performance and, potentially, everyone's safety.

Terrorism - Especially under the nation's current state of alert due to the recent acts of terrorism, public safety is of top concern to citizens and officials alike. Law enforcement and emergency service agencies are under close scrutiny to provide effective and thorough public safety services with an emphasis on preventative measures. Citizens are looking to their public safety agencies for protection.

Our City's inhabitants and visitors rightly assume the Police Department is ensuring their safety throughout Long Beach – in residential, business and recreational areas. Civic facilities, especially airports and harbors, have been named in the media as probable targets for future attacks. The Police Department has made recommendations to increase safety at these facilities; some suggestions were accepted and others were ignored. Regardless of the intent to improve safety, the Police Department has no authority to enforce changes within other City departments' operations.

Danger of Liability - The current structure for security could lead to potential liability issues for the City. If something were to go wrong with security operations at other departments, that particular department head would be held ultimately responsible. If that manager is not trained in public safety functions and rules, it may be more difficult for the City to defend its actions. This could result in liability for the department head.

### **Logistical Information**

Although each City department mentioned in this report has immediate responsibility for security at certain facilities, the Long Beach Police Department still has overall jurisdiction for public safety in the city as delegated by the City Manager through the City Charter. This presents some operational conflicts for serious and major incidents. Control and allocation of resources is the most critical issue. For example, during a critical incident requiring a coordinated law enforcement response, the LBPB activates an Incident Command System (ICS).

The ICS requires consistent, ongoing training to ensure thorough understanding of the structure, mission and responsibilities. Every division has a different duty under ICS and each employee is trained to complete specific tasks.

The ICS is dynamic in nature and supercedes the organization's existing rank structure. Collapsing all security operations under the Chief of Police is possible under extreme circumstances; however, it is problematic. With security personnel assigned to different departments, we have public safety personnel who have little or no training in ICS and using different radios not compatible with LBPB frequencies. During an ICS activation, it is likely that a multitude of operational and communications problems would ensue. Under a full or partial ICS deployment, security officer resources of other City departments could be reassigned to duties different from their usual assignments. For example, Park Rangers may be better used for facility security, etc. Therefore, it is imperative that no conflicting command exists between another department and the Police Department wherein another manager disagrees with the Incident Commander's orders and refuses to allocate the resources as directed by Police.

Again, command, control and communication emerge as major logistical concerns with the fragmented assignment of security personnel throughout the City. Under the City's Standard Emergency Management System (SEMS) procedures, the policy group includes the emergency services department heads and the City Manager. The decisions made by the policy group are best implemented by managers with public safety backgrounds. For example, if the need to mobilize the Harbor or Airport arises, there would be no additional chain of command to follow if security operations were centralized under Police. Currently, various department hierarchies would be involved, adding unnecessary formalities and opportunities for confusion in a state of emergency.

### **Cost**

Based on the above concerns, staff completed a cost analysis of proposed changes to City security operations. The City currently employs 66.5 full-time equivalent (FTE) public Security Officers and 9.68 FTE Park Rangers assigned to departments other than Police. The majority of these positions are assigned to the Harbor Department. Salary costs for Fiscal Year 02 and staffing levels are indicated on page 9.

Were the Police Department to assume management of all City security personnel, all operating funds budgeted for these positions would be transferred to the LBPB. The City Council would then need to review additional staffing needs with the Police Department during the next budget cycle.

Full-time Equivalents

DEPT	SO I	SO II	SO III	SO IV	SO V	Other	Staff/Salary Total
HARBOR	6 (NC)		30	6		(1) Dir. Of Security (1) Chief Port SO	44 Staff
Salary Breakout	\$155,412		\$1,209,072	\$287,636		\$140,234	\$1,652,120
AIRPORT		2 (NC)	9	6	1		18 Staff
Salary Breakout		\$64,195	\$365,521	\$267,575	\$55,795		\$753,086
PARKS	Ranger I 3	Ranger II 2				(1) Supervisory Ranger	9.68 Staff
	3.68 (NC)						
Salary Breakout	\$235,929	\$93,160				\$53,006	\$382,095
LB ENERGY	3	2					5 Staff
Salary Breakout	\$97,165	\$69,743					\$166,908
HEALTH		1.5 (NC)					1.5 Staff
Salary Breakout		\$48,146					\$48,146

Source: FY 02 Resource Allocation Plan

Grand Total	76.18 Staff \$3,002,355
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These personnel figures reflect existing City staffing to provide the current level of security services. The LBPD presently has two MOUs in effect to provide specialized patrol response and investigations for the following:

Department	Scope of Work	Contract Amount
Harbor	Calls for service and investigation	\$400,000
Public Works (Airport)	K-9 calls for service and investigation	\$250,000

If total management of security operations are reassigned to the Police Department, these agreements would still need to be in effect since the safety requirements of both facilities are beyond average police service. Specialized patrol and investigative services at the Harbor include cargo theft investigation, commercial enforcement and surveillance. The Airport needs special perimeter coverage by K-9 officers as required by the FAA. The Police Department cannot absorb these specialized service needs presently funded by interdepartmental contracts.

New MOUs or revised contract amounts may be drawn in accordance with whatever proposal the City adopts.

**Comparison Research**

Staff researched security operations in neighboring cities to review how agencies similar to LBPD interact with public security personnel. The cities listed below are commonly referred to as our "strategic plan cities;" all were included in research to develop the LBPD strategic plan.

	L.A.	Anaheim	Fresno	Oakland	Sacramento	San Diego	San Francisco	San Jose	Santa Ana
Armed Rangers Under Parks Dept.									√
Armed Rangers Under PD				√					
Unarmed Rangers Under Parks Dept.	√	√						√	
No Rangers – Patrol Officers			√		√	√	√		
Armed Airport Guards Under PD		N/A		√					N/A
Armed Airport Guards Not Under PD	√	N/A	√		√	√			N/A
Armed Harbor Guards Under PD		N/A	N/A	N/A	N/A		√	√	N/A
Armed Harbor Guards Not Under PD	√	N/A	N/A	N/A	N/A	√			N/A

- The Los Angeles Police Department (LAPD) is transitioning to take over citywide security functions. LAPD just finalized agreements to take responsibility away from the Sheriff's Department for portions of the Los Angeles MTA and Transit Rail that run through their jurisdiction. They will also take over the City's General Security Services Department, which uses security officers to guard all City facilities. Employees of this Department are either unarmed civilian security officers or armed sworn "special officers" with limited peace officer powers. The Los Angeles library employs sworn armed security officers for protection. The Department of Water and Power has its own group of unarmed security officers. The City's Airport and the Harbor Department have their own armed, sworn police departments. A LAPD security spokesperson, serving as the transition agent for the General Security Services Department, said the goal is to eventually reassign all city security functions to the Police Department.
- The Fresno Airport has its own police department with the Chief reporting directly to the City Manager.
- The Oakland Airport uses a private company for security and the Police Department is preparing to take over with public security officers. Oakland also uses public security officers assigned to Community Development to guard the museum.

- At the Sacramento Airport, the County Sheriff's Office handles airport security with sworn deputies.
- In San Diego, community service officers and security officers assigned to the Police Department handle various public safety jobs including grounds patrol and code enforcement. The San Diego harbor employs a sworn law enforcement division that is part of the Port of San Diego, a government entity. The Port Police also patrol the San Diego airport and the tidelands.
- San Francisco Airport is secured by civilian unarmed Police Service Aids who report to the Police Department. The San Francisco Port is protected by a sworn Air and Marine Unit, assigned to the Police Department as well. A civilian Grounds and Building Security Unit patrols the civic center and also reports to the Police Department.
- The San Jose Airport uses armed civilian security officers who are being phased out with sworn police officers.
- The Santa Ana Police Department employs the sworn patrol officers who provide security at the civic center.

The majority of our comparison agencies centralize traditional security operations under the jurisdiction's police agency. For our purposes, "traditional" security operations refers to armed personnel with limited peace officer powers. Most cities employ unarmed park rangers assigned to the parks and recreation department. Airport guards are mostly armed and assigned to the police agency, or to separate airport police departments in the larger cities, except Los Angeles which is being taken over by the LAPD. Port cities mostly assign peace officers assigned to the municipal police agency to patrol harbors.

### OPTIONS

The four options to consider regarding management of Long Beach security personnel are: no change to the current arrangements, disarming personnel, a partial reassignment, or a complete reassignment.

1. Making no changes eliminates disruption to other departments' budgets and allows them direct control over their security personnel. But it also leaves a significant number of inadequately trained employees with peace officer powers assigned to departments with little or no public safety expertise. Employee selection, training and job policies remain particular to each department. Consistency in operations and management is compromised and the potential for liability is greater.
2. Allow departments to retain control of their public safety personnel, but disarm the employees. Have them perform as security personnel who call the Police Department to handle issues when they feel public safety is highly threatened and use of deadly force may be necessary.

3. A partial reassignment means the Police Department assumes management of all security personnel during emergency situations, such as natural disasters or incidents requiring a tactical alert response. Civil unrest, a terrorist act or another large-scale emergency are examples that would activate the Police Department's Incident Command System (ICS) referenced earlier. All public safety employees are considered registered disaster service workers. All employees assigned to the Police Department have specific jobs under the ICS so the City's response is coordinated, effective and safe.

Security personnel assigned to other departments are not adequately trained in ICS or Standard Emergency Management System (SEMS) procedures even though their jobs identify them as public safety personnel. These employees could be trained periodically in preparation for an incident, but there is no guarantee their knowledge would endure and there is no way of evaluating employees under other management authority. During an emergency, when citizens are frightened and city officials are anxious to calm residents, uncertainty and chaos among employees entrusted with public safety is detrimental. Also complicating the probability of ill-prepared employees is command of resources and communications issues.

Furthermore, this type of emergency reassignment policy would likely stress employees by putting them in a confusing position. Being switched to temporary management by the Police Department could result in commands and policies that conflict with their familiar methods of operation.

4. Place all security responsibilities and personnel under the Police Department's direction. Have the Police Department prepare MOUs with respective departments to provide some of the services they need while remaining focused on security. This will allow many of the concerns of these departments to be addressed while ensuring we provide the hiring, training and supervision of security personnel, from a consistent chain of command, that are skilled in public safety issues.

The best example of this method is the Marine Patrol which was transferred to the Police Department in 1997. Marine officers are now trained and supervised by law enforcement professionals who establish clear duties and provide public safety insight. The officers are effective and claim morale is high with a renewed sense of purpose within the unit that patrols the largest municipally-owned marina system in the State.



## RECOMMENDATION

The Police Department's core purpose is public safety as reflected in its mission statement:

*"To ensure a safe, secure and orderly community by reducing criminal activity, enhancing public safety, and providing quality service while promoting the dignity and worth of all people."*

The mission statements of the other departments currently supervising armed security personnel reflect their own core services, none of which are primarily public safety.

The Long Beach Strategic Plan identifies public safety as our citizens' number one concern. The Police Department wants to be fully accountable for it and City organization should be conducive to that extent.

Our recommendation has three components. It is recommended that:

- effective October 1, 2002, all City Manager departments' security operations be transferred to the Police Department to increase efficiency and public safety and reduce potential liability issues for the City. Details of MOUs and personnel reassignments will be negotiated and then proposed to the City Council for the next budget presentation;
- the City Council adopt a policy stating that any armed City employee, except Fire Department arson investigators, must be assigned to the Police Department, and
- the City Council recommend that the Harbor Commissioners meet and enter into an MOU with the Police Department to consolidate security operations by having the Police Department provide those services in the harbor.

## CONCLUSION

The Police Department is best suited to meet the demands of providing security throughout the City. This report offers an overview of the issues from a security perspective. Training, supervision, performance and liability concerns all point toward the Police Department as the most appropriate authority to be responsible for armed security personnel.

Such a change may leave other departments anxious about specialized functions Security Officers and Park Rangers now perform in the course of their duties. The LBPD operates on a department-wide community policing philosophy. The foundation of our Department's strategic plan is based on delivering customized service to our community. The plan's service goals were prioritized by our customers, which proves our commitment to meeting the community's needs.

January 15, 2002

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Evaluations indicate we have been successful; customers who feel the Police Department is community-oriented increased 72% from 1993 to 2001. The important public relations and customer service functions performed by employees at the Airport, Harbor and City parks will continue, as will the particular safety tasks unique to each of those departments' services.

There is no doubt that should the City Council choose to consolidate security, it will take time for the transition to occur. If negotiations begin now, a reasonable target for complete transition is October 1, 2002, the beginning of the new fiscal year. Without this organizational change, security personnel will continue to be fragmented and disjointed. The analysis of what other cities are doing clearly indicates a trend to consolidate security under police agencies.

We present you with this report and are prepared to answer questions regarding the results of the analysis. Please feel free to contact me at (562) 570-7301 regarding this information.

JEL:AWB:CHS

Research\security\_ofcrs.doc

October 26, 2001

Mr. Henry Taboada  
City Manager  
333 West Ocean Boulevard  
13th Floor  
Long Beach, California 90802

Dear Mr. Taboada:

Recently, the Recreation Commission sent to you a letter of support concerning the adding of additional park rangers in our parks. We would like to thank you and the City Council for your support of a three-year plan to expand the park rangers to citywide coverage.

Recently, we saw the request from Vice-Mayor Baker for a report to review the consolidation of all security functions into the Police Department. While we support the general concept, we would remind you that over half of the duties of the park rangers are non-security functions. These "other" functions are extremely important to the department and community. If they were not provided by the park rangers, then additional staff would need to be added to the department to handle these functions.

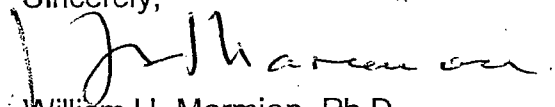
I know that there have been questions about training of park rangers, but staff assures us that park rangers have previously received a very high level of training and that it has only been because of budget limitations that this required training has not continued at the level we would all wish to see. In fact, the rangers either participated in the training provided by the Police Department or attended training offered by other qualified providers.

Finally, I would point out that the function of park rangers in parks is much different than if a police officer was to visit a park. There is a level of customer service and community interest that a ranger can provide that we do not feel a police officer can provide. We see the rangers as proactive with park users, while the police have historically been a reactive function. We are concerned that this service to the public would change significantly if the park rangers became a part of the Police Department.

Please be assured that we support the mission of the Police Department, but also feel the mission of the park rangers can best be served if they remain under the direction of the Department of Parks, Recreation and Marine.

Thank you for your consideration and please let me know if you wish to discuss this matter in more detail.

Sincerely,



William H. Marmion, Ph.D.

President

Recreation Commission

Mr. Henry Taboada  
October 26, 2001  
Page 2

cc: Mayor and Members of the City Council  
Members of the Recreation Commission  
Gerald R. Miller, Assistant City Manager  
Reginald I. Harrison, Deputy City Manager  
Phil T. Hester, Director of Parks, Recreation and Marine



# CITY OF LONG BEACH

DEPARTMENT OF FIRE

~~R-27~~

925 Harbor Plaza, Suite 100 • Long Beach, CA 90802 • Telephone (562) 570-2500 • FAX (562) 570-2506

DAVID W. ELLIS  
FIRE CHIEF

September 5, 2006

HONORABLE MAYOR AND CITY COUNCIL  
City of Long Beach  
California

## RECOMMENDATION:

Receive and file report on status of Insurance Services Office (ISO) rating and Commission on Fire Accreditation International (CFAI) information. (Citywide)

## DISCUSSION

The following report examines the significance of the Insurance Services Office (ISO) rating system and provides information on the Commission on Fire Accreditation International (CFAI).

### **Origins of Public Protection Classification Grading**

In the early 1900s, major U.S. cities suffered disastrous fires that destroyed billions of dollars worth of property. In the aftermath, insurance companies realized that they needed advance information on the fire-loss characteristics of individual communities.

The National Board of Fire Underwriters (NBFU) was established in 1866 to promote fire prevention and public fire protection. After a number of conflagrations, including the great Baltimore fire of 1904, the NBFU expanded its scope, developing the Municipal Inspection and Grading System. Under this program, engineers evaluated the fire potential of many cities. In response, those cities improved their public fire protection services.

### **ISO History and Rating System**

Since 1909, the Municipal Inspection and Grading System and its successors have been involved in the underwriting and rating process for insurers writing personal and commercial fire policies. The ISO's Public Protection Classification (PPC) program is a direct descendent of the earlier grading systems. The PPC program provides insurers additional data that may be used in developing insurance premiums.

The program compiles information about municipal fire protection services throughout the country and markets it to insurance companies. ISO maintains information on public fire protection in more than 44,000 fire districts across the United States.

ISO analyzes relevant data obtained either through audit or based on community statistics and assigns a PPC from 1 to 10. A Class 1 rating represents exemplary fire protection, and a Class 10 indicates that the area's fire suppression capabilities do not meet ISO's minimum criteria. Currently, the City's PPC rating is a Class 2. Presently Long Beach is statistic-rated and was last physically audited in 1972. The current statistical rating by ISO for the City of Long Beach is a Class 2 rating, which equals the original classification. Long Beach is one of 56 cities so rated in California.

There are three components of a community's PPC:

- The fire department (50%)  
Includes equipment, staffing, training, and geographic distribution of fire companies.
- The water supply system (40%)  
Includes the condition and maintenance of hydrants, and an evaluation of the amount of available water compared with the amount needed to suppress fires.
- Fire alarm and communication systems (10%)  
Includes telephone systems, telephone lines, staffing, and dispatching systems.

Insurers of homes and business property *may* choose to use ISO's Public Protection Classifications in calculating premiums. Insurers typically group the PPC Classes into bands for the purpose of establishing homeowner premiums. The first band is usually Classes 1 to 6, Classes 7 and 8 as the second band, Class 9 as the third band and Class 10 as the fourth. Each band would have a different insurance rate; the better the band, the lower the rate. The bands may vary from state to state and insurer to insurer.

The ISO rating is infrequently used for commercial properties. Insurers determine commercial premiums by analyzing construction type and materials, occupancy, fire protection (such as fire extinguishers and sprinklers) and exposure to adjacent structures. Commercial properties are typically assigned their own PPC rating based on these factors. The City's property insurance premiums are not based on the ISO rating and a change in Class is not likely to have an effect on its property insurance premiums.

### **ISO Rating History in the City of Long Beach**

According to obtainable documents, a physical audit of Long Beach was conducted by the ISO in 1972. The audit assigned deficiency points to conditions that deviated from predetermined ISO standards. The deficiency points assigned depend upon the

importance of the item and the degree of deviation, as determined by ISO. The total number of deficiency points is charged against a municipality, which then determines its relative classification.

In 1972 the ISO noted a number of recommendations for improvement including:

- Increase staffing on all fire apparatus to 5 persons for both engine companies and ladder trucks. (ISO stated that a minimum of 6-person engine and truck companies was considered standard staffing, although this is actually rare.)

The City maintains 4-person staffing on its engines and trucks. Increasing staffing on all rigs to 5 would increase annual costs by at least \$8 million since three shifts must be maintained at all times.

- Add three fire trucks providing a total of seven fire trucks within the City.

The City currently maintains only four trucks citywide. Adding three trucks would cost \$5.1 million annually. Staffing these trucks with 5 persons would add an additional \$2 million a year.

- Water distribution system should be upgraded in certain areas.

The Water Department already has an on-going strategy and long-range plan for water pipe main replacement. Accelerating that schedule or changing priorities would be costly and could result in water user rate increases in order to finance the changes.

In addition, due to Homeland Security concerns, it is not advisable that strengths and any weaknesses of the City's water supply and distribution system be readily obtainable by the public. The ISO report would be made available nationwide. The City's insurance underwriters are, of course, afforded any information they require to provide sufficient property and liability coverage and determine the premium cost.

- Building code amendments to be implemented to improve life safety.

Since the 1972 audit, the City of Long Beach has been nationally recognized in the industry as a leader in building protection codes. In addition, the City's active Code Enforcement Program has been very successful in the past few years in ensuring compliance in neighborhoods.

The 1972 audit assessed the Fire Department only 376 total deficiency points, the Water Department only 98 deficiency points and 126 deficiency points were accessed due to weather conditions for a total of 600 points for the City. A Class 1 rating does not

exceed 500 deficiency points and a Class 2 is from 501 to 1,000 points. The charts below indicate the City's 1972 point evaluation and the ISO Class rating system:

**City of Long Beach**

	Water Supply	Fire Dept.	Fire Com.	Fire Control	Climate Cond.	Divergence	Total Points	Class
Points of Deficiency	98	178	46	152	126	0	600	2

The Class of a municipality or fire district is based on a total maximum of 5,000 deficiency points as follows:

1 <sup>st</sup> CLASS	0	TO	500
2 <sup>nd</sup> CLASS	501	TO	1,000
3 <sup>rd</sup> CLASS	1,001	TO	1,500
4 <sup>th</sup> CLASS	1,501	TO	2,000
5 <sup>th</sup> CLASS	2,001	TO	2,500
6 <sup>th</sup> CLASS	2,501	TO	3,000
7 <sup>th</sup> CLASS	3,001	TO	3,500
8 <sup>th</sup> CLASS	3,501	TO	4,000
9 <sup>th</sup> CLASS	4,001	TO	4,500
10 <sup>th</sup> CLASS	OVER		4,500

Even though the City of Long Beach was assessed a Class 2 rating, the Fire and Water Department's portions were within the Class 1 category. Apparently it was at this juncture that the departments began to utilize the Class 1 identification on a department basis.

It should be noted that since the original physical audit in 1972, a number of new services, apparatus, and equipment have been added to the Fire Department (Department), in addition to the Department's increased firefighting capability. For example, the development of the Paramedic Program, the transfer of Lifeguard services into the Marine Safety Division from the Department of Parks, Recreation and Marine, the construction of a new state of the art Emergency Communication and Operations Center (ECOC), fire stations, Urban Search and Rescue Program and a Basic Life Support (BLS) transport system have been implemented. The Department was also able to achieve its long time goal this fiscal year of having a paramedic at every station at all times, except the airport and boat stations which are specialty sites. ISO does not even consider many of these items when conducting an audit or physical survey, instead only focusing on fire suppression capabilities.

The Department, along with departments nationwide have expanded rescue and disaster service capability. The Department has been able to recently upgrade its fleet in the past year; ten new engines, two ladder trucks, a rescue boat, two airport crash



rigs, and a large Urban Search and Rescue (USAR) unit, among other vehicles, were placed into service. In the coming year, the department will place seven new Rescues (ambulances) and three Multi-Casualty Incident (MCI) units into service along with two new Rescue boats in early FY 08. All this equipment improves reliability, speed and appropriateness of emergency response.

However, there is a need for many fire facilities to be replaced, repaired and/or relocated. A separate report on public safety facilities has been transmitted to the City Council.

### **ISO Rating Comparison to other Fire Departments**

In May 2006, a survey was conducted of 16 area fire departments and the significance of utilizing ISO grading information as a method for the evaluation of services provided to the community or for budgetary purposes. Only 37.5% of the responding departments utilize ISO information for such purposes. Most fire departments utilize National Fire Protection Association (NFPA) guidelines, annual reviews and statistics, and consultant reports to determine the quality of service being provided to their community.

The Insurance Services Office has identified 10 Class 1 Fire Departments within the State of California. The majority of the departments are relatively small in comparison to the Long Beach Fire Department. The size of the departments identified range from the smallest, Arcadia with 3 fire stations, to the largest department, Stockton with 13 fire stations. It should be noted that only 106 agencies are accredited as a Class 1 out of 44,000 nationwide.

In recent years, the City of Los Angeles Fire Department has experienced a similar issue regarding ISO classification issues. The City of Los Angeles has not been re-evaluated by ISO recently and has been statistically classified by ISO as a Class 2 City. According to a Los Angeles City fire official an ISO physical audit is not scheduled at this time or in the immediate future.

### **Current Evaluation Methods**

The Long Beach Fire Department uses a number of methods to evaluate the level of service provided to the community. The methods used include NFPA standards, statistical information, departmental evaluations, and consultant reports. Results are continuously reported publicly through the City's new Focus on Results (FOR) program, which measures results to performance targets.

Since 1999, the Fire Department has participated in nine major reviews of its services and performance including: Strategic Plan (guided by the City Auditor's Office), 3DI Facilities Study, Loring Cruz facility review, TriData study (arson program), Management

Partners, Inc. (code enforcement), TriData Fire Services Study, GeoComm study (911 call and dispatch center) and the PRM fee study.

As noted above, in 2005 the consulting firm TriData presented its Fire Optimization Study to the City Council. The Study was a detailed review of the Fire Departments' practices and service to the community and contained scores of recommendations, which the department is in the process of implementing.

The TriData Study looked beyond the three major categories identified by ISO and evaluated additional issues including population densities, response times, training, workload demands, disaster preparedness, fire prevention, and public education. TriData concluded "the Long Beach Fire Department is an excellent organization that is comprised of well-trained professionals providing excellent service throughout the community."

### **Commission on Fire Accreditation International**

The Commission on Fire Accreditation International (CFAI) is a self-assessment process of an agency's fire and emergency services. Recently, the name has been changed to Center for Public Safety Excellence (CPSE). The system helps an agency evaluate its performance and provides a method for continuous improvement. The assessment is lengthy and comprehensive and requires that an agency develop a strategic plan. The accreditation is provided to the ISO who markets it to the insurance industry.

The objectives of an accrediting program are:

1. To create an impetus for organizational self-improvement and to stimulate a general raising of standards.
2. To offer a voluntary activity concerned with evaluation and education as a viable substitute for a governmental regulatory activity concerned with inspection and enforcement.
3. To provide recognition of good performance and motivation to maintain and improve performance.
4. To protect the interests of the general public as well as to assist prospective users to identify acceptable institutions, programs of study or services (CFAI Self-Assessment Manual).

Accreditation is an excellent tool for those agencies that have not previously performed any self-assessments or participated in audits and/or optimization studies. Since Long Beach has recently participated in numerous such evaluations and studies and has developed a strategic plan, this information has already been obtained and synthesized and included in the City's budget in the form of performance measures within the FOR system.

The issue of facilities is being addressed separately. Additionally, the recently discussed ballot initiative proposed to fund service priorities of an additional truck company, addition of a fifth person to the trucks, and additional resources for disaster preparedness planning. These priorities were determined as a result of the TriData Study and input from our stakeholders.

## **CONCLUSION**

The ISO headquarters in New Jersey was consulted as to the advantages of requesting a physical audit and reevaluation of the City. Senior ISO officials recommended against a physical audit due to the City's current excellent Class 2 rating. In fact, ISO officials stated that there may be no advantage in requesting a physical audit and that the City has an excellent rating.

The Insurance Services Office rating is only one of a number of ways to analyze the effectiveness of fire departments throughout the country. A number of reports and documents, such as NFPA 1710, and independent consultant reviews are used to evaluate the quality and effectiveness of fire departments and their service to the community.

The Long Beach Fire Department prides itself on its commitment to exceptional firefighting performance, emergency medical services, marine safety, fire prevention, training, emergency and disaster preparedness and public education. The Water Department is similarly an outstanding leader in the industry and is considered an exemplary example of a municipal utility.

It is recommended that the City not request a physical audit from the Insurance Services Office (ISO) nor start the self-assessment process for the CFAI. The purpose and goals of these two organizations has been fulfilled over the last thirty years through audits and optimization studies and now through program budgeting and the FOR program. FOR requires continual self-evaluation and quality improvement since performance results are publicly communicated.

The time and expense of participating in the ISO and CFAI programs are unnecessary since they are redundant to recent and continuing activities. However, it is recommended that the City register with CFAI in order to receive any information provided by them.

This matter was reviewed by Deputy City Attorney Richard F. Anthony on August 28, 2006 and David Wodynski, Budget Services Officer, on August 28, 2006.

## **TIMING CONSIDERATIONS**

This report is not time critical.

FISCAL IMPACT

There is no fiscal impact associated with this report.

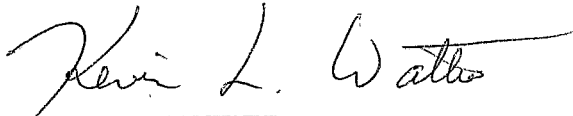
SUGGESTED ACTION

Approve recommendation.

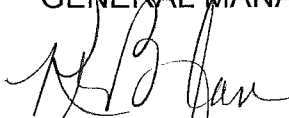
Respectfully submitted,



DAVID W. ELLIS  
FIRE CHIEF

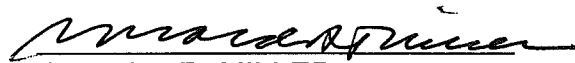


KEVIN WATTIER  
GENERAL MANAGER, WATER



KEVIN BOYLAN  
DIRECTOR OF HUMAN RESOURCES

APPROVED:



GERALD R. MILLER  
CITY MANAGER