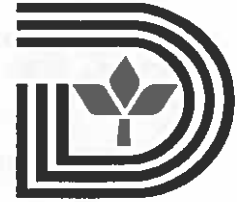


Memorandum



CITY OF DALLAS
(Report No. A18-003)

DATE: December 8, 2017

TO: Honorable Mayor and Members of the City Council

SUBJECT: Audit Follow-Up of Line-of-Duty Death Report Recommendations¹

Following a condominium complex fire in May 2013 leading to the death of City of Dallas (City) Firefighter Stanley Wilson, three separate investigations (see textbox) were conducted which resulted in 19 recommendations to the Department of Dallas Fire-Rescue (DFR). The implementation of the recommendations produced significant improvements to DFR's:

- Departmental procedures
- Training program
- Post-incident analysis

Investigation Background

The DFR immediately began an internal investigation following the May 2013 incident. Independent investigations were also conducted by the: (1) State Fire Marshal's Office of the Texas Department of Insurance (SFMO); and, (2) National Institute for Occupational Safety and Health (NIOSH).

The DFR's actions resulting from the three investigations were primarily completed by November 2016, and DFR continues to assess its procedures to improve safety on an overall basis.

Source: DFR, SFMO, and NIOSH

The sustainability of these improvements depends, however, upon DFR's training program and DFR's ability to identify Officer, Member, and Command Technician training needs, monitor participation, analyze the benefits, and adjust training accordingly.

¹ This performance audit was conducted under the authority of the City Charter, Chapter IX, Section 3 and in accordance with the Fiscal Year (FY) 2017 Audit Plan approved by the City Council. The audit objective was to determine whether the Department of Dallas Fire-Rescue (DFR) implemented the line-of-duty death report recommendations issued by the State Fire Marshal's Office of the Texas Department of Insurance, the National Institute for Occupational Safety and Health, and DFR pursuant to the Firefighter Fatality Investigations of the death of Firefighter Stanley Wilson on May 20, 2013. The audit scope included management operations from the date of the above-referenced reports through the first quarter of FY 2017; however, certain other matters, procedures, and transactions occurring outside that period may have been reviewed to understand and verify information related to the audit period. This audit was conducted in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based upon our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective. To achieve the audit objective, we requested management report on the implementation status of the 19 recommendations. We also conducted interviews, reviewed documentation, and performed other tests as deemed necessary.

Opportunities for Improvement

An evaluation of the DFR's training program, including a review of relevant DFR policies and procedures and three separate judgmental samples of training attendance records of Officers, Members, and Command Technicians, showed DFR can further:

- Improve the DFR's capabilities for monitoring training progress, analyzing training needs, and assessing DFR's training catalog by:
 - Implementing an automated system and digitizing and consolidating all training records to enable more effective and efficient monitoring of training attendance and analysis of course offerings
 - Preparing and monitoring training reports periodically to analyze DFR's progress in meeting both mandatory courses and annual hour requirements
 - Surveying other large fire departments to leverage solutions and best practices
- Incorporate short-term solutions, such as: (1) establishing performance measurement goals for mandatory courses; (2) communicating training progress with Members and their supervisors; (3) offering group-basis Medic-CE.com, LLC courses; and, (4) using light duty personnel to perform internal reviews and inspections of training records
- Document completion of Command Technician refresher training to demonstrate compliance with DFR's Manual of Procedures and implementation of DFR's internal recommendations
- Use consistent terminology for strategic tactics in all DFR communications, including the DFR Manual of Procedures, training materials, the Incident Safety Officer checklist, After Action Reports, and all other verbal and written communications to promote consistency during incidents
- Implement the State Fire Marshal's Office of the Texas Department of Insurance's (SFMO) recommendation to monitor the fireground tactical communications channel, based on DFR's assessment of the risks, costs, and benefits associated with this issue

City Policies

It is the policy of the City to establish and maintain an internal control system designed to ensure:

- Each department achieves their goals and objectives relating to operations, reporting, and compliance
- Policies and procedures are efficient and effective
- Resources are safeguarded against fraud, waste, abuse, and inefficiency and used in accordance with applicable laws and policies
- Reliable and complete data is obtained, safely maintained, and reported

Source: Administrative Directive 4-09,
Internal Control

Honorable Mayor and Members of the City Council
December 8, 2017
Page 3 of 3

Please see *Summary of Audit Results and Recommendations for Improvement* (Attachment I), *Summary of Investigation Recommendations and the Department of Dallas Fire-Rescue's Response* (Attachment II), and *Background* (Attachment III) for additional information.

We recommend the Chief of DFR ensures the recommendations for improvement discussed in Attachment I are implemented. Please see Attachment IV for Management's Response to the recommendations.

We would like to acknowledge management's cooperation during this audit. If you have any questions or need additional information, please contact me at 214-670-3222 or Carol Smith, First Assistant City Auditor, at 214-670-4517.

Sincerely,



Craig D. Kinton
City Auditor

Attachments

C: T. C. Broadnax, City Manager
Jon Fortune, Assistant City Manager
Chief David Coatney, Department of Dallas Fire-Rescue

ATTACHMENT I

Summary of Audit Results and Recommendations for Improvement

The table on the following pages summarizes the audit results pertaining to the Department of Dallas Fire-Rescue's (DFR) response to the recommendations issued by the State Fire Marshal's Office of the Texas Department of Insurance (SFMO), the National Institute for Occupational Safety and Health (NIOSH), and DFR following the death of Firefighter Stanley Wilson. Also listed is a summary of recommendations for DFR to improve internal controls and increase efficiency in the operations and management of its training program in the following areas:

**An Audit Report on –
Follow-Up of Line-of-Duty Death Report Recommendations**

Summary of Audit Results

Recommendations for Improvement

Optimization of Training Management

The DFR does not have a centralized system that automates and consolidates training records for efficient and effective monitoring of Member training attendance. As a result, DFR is unable to track on a real-time basis Member progress toward completing mandatory courses as well as annual hour requirements. The DFR is also unable to manage and assess the training curriculum on an individual Member basis.

The majority of the investigations' recommendations included an element of training for DFR Officers and Members focused on topics, such as effective communication and structural collapse. In response, DFR developed numerous training courses, such as "Digital Combustion Simulation" and "Elevated Master Streams". During our testing of training records, we noted that not all Officers and Members received the recommended training (see Table III, *Summary of Audit Results*, on page 12).

The DFR's efforts to monitor training are partially hindered by using multiple platforms to deliver training, including webinars, classroom, simulation, and daily station training. These platforms offer variety and flexibility to Members to complete training; however, attendance for each platform is recorded in a different manner, as follows:

- Webinars are offered on-line and attendance can be tracked electronically; however, as many Members do not use their email accounts, such webinars might not be easily accessible. Therefore, a portion of DFR's catalog of courses may not be used by all Members.
- Classroom and simulation training use paper sign-in sheets to document attendance. Using the sign-in sheets, DFR personnel record training attendance for each Member within an Access database. The DFR personnel do not consistently use the Microsoft Access (Access) database to monitor the training status for individual course offerings for Members.
- Daily station training is documented on a Form 155 to comply with SFMO requirements. Annually, all Form 155s are submitted in paper form to DFR's Training Division.

According to Administrative Directive 4-09, *Internal Control*, (AD 4-09) it is the policy of the City of Dallas to establish and maintain an internal control system designed to ensure: (1) each department achieves their goals and objectives relating to operations, reporting, and compliance; (2) policies and procedures are efficient and effective; and, (3) reliable and complete data is obtained, safely maintained, and reported.

Recommendation I

We recommend the Chief of DFR improves DFR's capabilities for monitoring training attendance as well as its assessment of the training curriculum offered. The DFR's long-term solution would require:

- Automating and consolidating training records to allow for more effective and efficient monitoring
- Preparing and monitoring training reports periodically to analyze DFR's progress in meeting both mandatory courses and annual hour requirements

In the short-term, we also recommend the Chief of DFR:

- Uses performance measures to rate Members' attendance for all mandatory courses and track achievement
- Communicates to Members and their supervisors the status of mandatory training completion using DFR's existing Access database
- Communicates to Members who did not attend training how they can still benefit, such as a similar course offered on-line
- Offers webinar training on a group basis so those without individual on-line access can still benefit
- Uses light-duty personnel to review paper-based training records for accuracy and completeness
- Surveys other large fire departments for solutions successfully implemented to monitor and analyze training

**An Audit Report on –
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Summary of Audit Results

Recommendations for Improvement

Command Technician Training

The DFR does not document attendance at Command Technician refresher training, and the DFR Manual of Procedures currently does not require DFR to provide Command Technician trainees a certificate upon course completion. The DFR's internal investigation team recommended that DFR regularly train Command Technicians and their back-ups. In response, DFR incorporated simulated refresher training. The DFR personnel indicated that Command Technicians and their back-ups receive refresher training multiple times throughout the year; however, instructors typically do not provide certificates of completion or document attendance using sign-in sheets. As a result, there is no evidence that such training took place and who attended.

The AD 4-09 requires department Directors to design control activities to achieve objectives and respond to risks. Examples of common control activities include accurate and timely recording of transactions and events as well as appropriate documentation of transactions and internal control.

Incident Strategy Terminology

The DFR uses inconsistent terminology to describe incident strategy in the DFR Manual of Procedures, training materials, and incident analysis tools, such as the Incident Safety Officer checklist and After Action Reports. Both SFMO and NIOSH recommended DFR refrain from using simultaneous "offensive" and "defensive" operations and improve communication of changes in operational modes. As part of its plan to address this recommendation, DFR revised the terminology in its Manual of Procedures from "offensive" and "defensive" strategy to "interior" and "exterior" strategy. The purpose of this change was to provide clarity to all responding personnel and enhance Member safety; however, the "offensive" and "defensive" terminology is still in use in several course materials, including Digital Combustion Simulation and Officer Enrichment training. Additionally, both the Incident Safety Officer checklist and the After Action Reports use "offensive" and "defensive" terminology. As a result, there could be inconsistent terms used by DFR personnel which might hinder incident communications. According to DFR's Manual of Procedures, the plan of action, which includes strategy, must be communicated to all companies involved in the incident. The first priority is the preservation of life and health of all at the incident, including Members and civilians.

Fireground Monitoring

The DFR did not implement SFMO's recommendation to consider third-party monitoring of fireground activity. Although management has considered this recommendation, DFR has chosen not to implement it at this time due to: (1) personnel and budget resource limitations; and, (2) technical challenges involving DFR's radio channels. Implementation of this recommendation would offer DFR Members a greater degree of safety through monitoring and clarification of incident scene communications.

Recommendation II

We recommend the Chief of DFR enhances DFR's Manual of Procedures to require documentation of attendance at every training exercise for all attendees, including instructors, moderators, and trainees, to ensure compliance with both DFR and SFMO training requirements.

Recommendation III

We recommend the Chief of DFR revises the language used in all DFR's communications, including the DFR Manual of Procedures, training materials, Incident Safety Officer checklist, After Action Reports, and all other oral and written communications, to ensure that Members use consistent terminology to avoid confusion during an incident.

Recommendation IV

We recommend the Chief of DFR continues to consider implementing SFMO's recommendation to monitor the fireground tactical channel, based on DFR's assessment of the risks, costs, and benefits associated with this issue.

ATTACHMENT II

**Summary of Investigation Recommendations
and the Department of Dallas Fire-Rescue’s Response**

The following table shows the recommendations issued by the State Fire Marshal’s Office of the Texas Department of Insurance (SFMO), the National Institute for Occupational Safety and Health (NIOSH), and the Department of Dallas Fire-Rescue (DFR) pursuant to their investigations of the incident which resulted in the death of Firefighter Stanley Wilson on May 20, 2013. The DFR provided responses, including details of implementation, for each recommendation.

Issuer	Reported Recommendation	DFR’s Response of Implementation
1	SFMO Continuous review of objectives and strategies, including an evaluation of the associated risks, should take place throughout a complex emergency incident.	The DFR refocused procedures and training to encompass Risk Management Principles. After Action Reports were standardized for training purposes and are posted on the department’s Internal Document System (IDS) for transparency and training purposes.
2	SFMO Ensuring effective communication on the incident scene is vital to effective mitigation of an emergency incident while maintaining responder safety.	The DFR refocused procedures and training to encompass Risk Management Principles. Incorporated “Courage To Be Safe” for all firefighters.
3	SFMO Use of the National Incident Management System and Incident Command System (ICS) to provide communication to the Incident Commander (and the Division Supervisors) allowing for effective coordination of resources and situational awareness.	The DFR refocused procedures and training to enhance ICS familiarization.
4	SFMO Simultaneous offensive and defensive operations in the same geographic area of a fire structure are extremely dangerous. If considered, these simultaneous operations must only be conducted after a thorough review of the risk analysis and discussion with the Division Supervisors and the Incident Safety Officer (ISO).	Based upon our review and input from staff, DFR changed the terms in our procedures from offensive / defensive to interior / exterior. This simple change in verbiage has provided clarity to all responding personnel and enhanced member safety.
5	SFMO Incident Commanders should maintain an appropriate span of control and assign additional personnel to the command structure as needed.	Predesignated assignments are specified to address span of control concerns. This concept is reinforced with training.

**An Audit Report on –
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Issuer	Reported Recommendation	DFR's Response of Implementation
6 SFMO	All firefighters and personnel operating on the fireground should be empowered to prevent unsafe actions.	"Courage To Be Safe" principles incorporated into our procedures and training.
7 SFMO	Consideration should be given to monitoring and recording fireground activity.	A method of recording fireground communications has been implemented to include the capability to have a tactical dispatcher.
8 NIOSH / DFR	Fire departments should ensure that the Incident Commander establishes a stationary command post, maintains the role of director of fireground operations, and does not become involved in firefighting efforts.	The DFR specifically addressed this issue with our Chief Officers and have verbiage in the procedures to address this concern.
9 NIOSH / DFR	Fire departments should ensure that the Incident Commander conducts an initial size-up and risk assessment of the incident scene before interior firefighting operations begin.	The DFR refocused procedures and training to encompass Risk Management Principles, size-up, and communication of benchmarks.
10 NIOSH / DFR	Fire departments should ensure critical benchmarks are communicated to the Incident Commander.	The DFR refocused procedures and training to encompass communication of benchmarks / completion of missions.
11 NIOSH / DFR	Fire departments should develop, implement, and enforce clear procedures for operational modes. Changes in modes must be coordinated between the Incident Command, the command staff, and the firefighters.	Based upon our review and input from staff, DFR changed the terms in our procedures from offensive / defensive to interior / exterior. This simple change in verbiage has provided clarity to all responding personnel and enhanced member safety. In addition, a company evolution was created to promote efficiency.
12 NIOSH / DFR	Fire departments should ensure the pre-designated ISO assumes that role upon arrival on the fireground.	The role of the ISO has been well defined and a checklist developed. In addition, a Budget Bid enhancement has been completed each of the last two years for dedicated Safety Chiefs. A revised ORG chart will provide an ISO utilizing existing staff.
13 NIOSH	Fire departments should ensure that firefighters are trained in situational awareness, personal safety, and accountability.	"Building Construction" training has been provided to all firefighters.

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Issuer	Reported Recommendation	DFR's Response of Implementation
14 NIOSH / DFR	Fire departments should train on and understand the use and operation of elevated master streams and its effects on structural degradation.	"Master Streams" training has been provided and a company evolution incorporated into our training processes for efficacy.
15 NIOSH	Fire departments should ensure that pre-determined assignments are assumed and staffed.	The role of the ISO has been well defined and a checklist developed. Training and procedures address this concern.
16 NIOSH / DFR	Fire departments should train all firefighting personnel in the risks and hazards related to structural collapse.	The DFR personnel received refresher training related to building construction.
17 NIOSH	Municipalities, building owners, and authorities having jurisdiction should ensure that sprinkler systems are installed in multi-family housing units. Municipalities and authorities having jurisdiction should consider requiring building owners to regularly inspect sprinkler systems to ensure they are functioning properly.	Since 2013, DFR has adopted the newest Internal Fire Code (IFC) and supporting NFPA standards with regards to fire and life safety to require annual inspections of the fire sprinkler and fire alarm systems where installed and taking immediate inspection and enforcement action when we are notified of fire sprinkler and fire alarm systems not performing as they are required.
18 DFR	The DFR should evaluate and train on its procedures for conducting effective primary searches of structures and refine them if deemed appropriate.	The DFR provided training related to search processes to all members. In addition, "MAYDAY" training has been incorporated into the company evolution procedures.
19 DFR	The DFR should commit to regular and consistent training of regularly assigned Command Technicians and their back-ups to enhance performance of Command Post functions fulfilled by these individuals.	The DFR mandates initial and refresher training for all command technicians.

Background

Department of Dallas Fire-Rescue

The Department of Dallas Fire-Rescue (DFR) exists to provide the citizens of the City of Dallas (City) the most effective and rapid emergency, fire, rescue, and prevention services in an ever-changing environment. Established in 1872, the DFR consists of the following six bureaus:

- Administration and Special Operations
- Emergency Medical Services
- Emergency Response
- Fire Prevention and Investigation
- Technology and Personnel Support
- Training and Support Services

This report pertains to the Emergency Response and Training and the Support Services bureaus. The Emergency Response bureau provides the residents of the City with fire suppression and protection, emergency rescue capabilities, and emergency medical first responder services. At present, DFR has 58 fire stations within the City. The Training and Support Services bureau is responsible for recruit training; in-service training; fleet maintenance; clothing and supply; fire station maintenance and support; safety and wellness; and, construction of facilities.

Within this report, the terms “Members” and “Firefighters” are used interchangeably and refer to employees within DFR’s Emergency Response bureau. Command Technicians are Members who assist with communications and organization during an incident. Officers are employees within the Emergency Response bureau at the rank of Lieutenant or higher.

State Fire Marshal’s Office of the Texas Department of Insurance Incident Summary

On May 20, 2013, City Firefighter Stanley Wilson was fatally injured during firefighting operations at a three-story condominium complex. Firefighter Wilson’s crew from Truck 53 was assigned to conduct a primary search of the ground floor of the fire building. During the search, the structure collapsed, trapping Firefighter Wilson and other firefighters. The other firefighters were rescued several minutes after a mayday call. After an extensive search, Firefighter Wilson was recovered. He died from compression asphyxiation.

Incident Investigation Performed by the Department of Dallas Fire-Rescue

Following the incident, the DFR immediately began an internal investigation. This investigation covered the building's construction and history, weather conditions, and the sequence of events involving the incident. Schematics and photos of the scene, including the buildings, responder layout, and tactical workboard, were included in DFR's report. Also included were interviews with numerous individuals who were on-scene during the incident. The recommendations issued by DFR are shown in *Summary of Investigation Recommendations and the Department of Dallas Fire-Rescue's Response* (Attachment II).

Incident Investigations Performed by Independent Organizations

Upon notification of the incident, the State Fire Marshal's Office of the Texas Department of Insurance (SFMO) commenced a firefighter fatality investigation under the authority of Texas Government Code Section 417.0075, INVESTIGATION OF FIREFIGHTER FATALITY. Additionally, the National Institute for Occupational Safety and Health (NIOSH) investigated the incident to assist fire departments and others in the prevention of similar fatalities. The recommendations issued by SFMO and NIOSH are also shown in Attachment II.

Department of Dallas Fire-Rescue Response to Investigations

The Line of Duty Death Committee (Committee) was formed by DFR in September 2014 to review all findings from the investigations into Firefighter Wilson's death. The DFR assembled sub-committees consisting of firefighter personnel at all levels to focus on three functional areas, including technology, training, and procedures. Each sub-committee: (1) reviewed the findings and recommendations from the two independent investigative reports; (2) identified current DFR procedures, training, and technology pertinent to the findings and recommendations; and, (3) revised and developed DFR procedures and training as necessary to implement the recommendations. The overall goal of the Committee was to enhance firefighter safety.

The results of the Committee's review were disseminated to all DFR members in January 2015. The results involved steps required to implement the recommendations from the three investigations with a focus on: (1) revising departmental procedures; (2) identifying specific training needs and developing training courses; and, (3) improving post-incident analysis.

Specifically:

- **Revising Departmental Procedures**

The DFR's Manual of Procedures² was revised effective November 7, 2016. Several sub-section revisions addressed the recommendations, including: (1) continuous review of objectives, strategies, and risk; (2) effective communication; (3) incident command system; (4) simultaneous operations; (5) span of control; (6) prevent unsafe actions; (7) incident command; (8) size-up; (9) benchmarks; (10) operational modes; (11) incident safety officer; (12) situational awareness; and, (13) pre-determined assignments. For example, the DFR revised its:

- Standard Operating Procedure 133.00 – Command Technician Training. Effective November 7, 2016, this requires the completion of: (1) initial training prior to staffing a Command Technician position in either a permanent or temporary capacity; and, (2) a minimum of one simulation training each year for all Command Technicians and back-ups.
- Standard Operating Procedure 131.00 – After Action Reports. The After Action Reports are prepared by the Incident Commanders for incidents that: (1) are three alarms or greater; (2) present extraordinary circumstances; (3) require unusual tactics; (4) involve significant injuries or death; or, (5) are requested by the Incident Commander or higher rank. As part of the reporting process, the incident teams meet to discuss the points within the report.

- **Developing Training Courses**

The DFR developed numerous training courses to address the recommendations. For training specifically developed for Officers, see Table I on the following page.

² In addition to other departmental course offerings, Members attend regular training conducted by their Station Officers. The DFR Station Officers are responsible for ensuring that training program requirements are met, and they initiate additional training deemed necessary to ensure optimal job knowledge and efficiency by their subordinates.

This training is carried out and documented pursuant to SFMO regulations, which requires 20 hours of training on designated topics during the period from November 1 to October 31 of each year. Station Officers and Battalion Chiefs monitor compliance for their assigned stations. After the October 31 SFMO training year ends, a copy of the annual training record (Form 155) is forwarded to the Training Division for all Members.

Source: Section 308 (Incumbent Training and Professional Development Program) within DFR's Manual of Procedures.

Table I

Training Courses Developed for Dallas Fire-Rescue Officers to Address Incident Investigation Recommendations

Training Courses	Training Focus
Officer Enrichment Program	Strategy and Tactics for Leadership and the Fireground" includes: (1) continuous review of objectives, strategies, and risks; (2) effective communication; (3) incident command system; (4) simultaneous operations; (5) span of control; (6) incident command; (7) size-up; (8) benchmarks; and (9) operational modes.
Digital Combustion Simulation Training	Comprehensive simulation of an actual incident under changing conditions. Members are assessed on their reactions as well as their ability to meet measurable goals and objectives. This course addresses the same recommended topics as listed above for the Officer Enrichment Program.
Incident Safety Officer / Personnel Safety at Complex Incidents	This two-day module addresses multiple topics focused on safety, including preventing unsafe actions and pre-determined assignments, such as incident safety officer.

For training for all Members that specifically addresses the recommendations pertaining to preventing unsafe actions, elevated master streams, structural collapse, situational awareness, and primary searches see Table II below.

Table II

Training Courses Developed for Dallas Fire-Rescue Members to Address Incident Investigation Recommendations

Training Courses	Training Focus
Courage To Be Safe	Changing the culture within a firefighting organization through teaching the "Everyone Goes Home Program"
Master Streams	Safe use of master streams at emergency incidents
Building Construction	Various factors which could result in structural collapse
Search and Rescue Training	Methods and techniques for conducting various types of searches in a safe manner

- **Improving Post-Incident Analysis**

The DFR implemented After Action Reports, which are used as a “lessons learned” exercise, to document the conditions, tactics, problems encountered, communication issues, safety concerns, and anything else that was learned during the incident. The reports are maintained on DFR’s internal website to allow access by all Members. The DFR provided a listing of three-alarm and greater fires for the period between November 2016 (when the Standard Operating Procedure was revised) through July 16, 2017, which the auditor reviewed for completion.

The DFR equipped all Battalion Chief vehicles with technology to record fireground tactical channel communications (Simplex Channel 12) effective September 23, 2016. The technology is used for post-incident analysis and training.

Audit Sampling Methodology and Results

Three separate judgmental samples of training records were selected and reviewed to validate the Officers, Members, and Command Technicians within DFR’s Emergency Response bureau attended the trainings noted in Tables I and II as follows:

- A judgmental sample of 30 of 247 Officers was selected and reviewed
- A judgmental sample of 30 of 1,151 Members was selected and reviewed
- A judgmental sample of ten Command Technicians and five back-ups was selected and reviewed. (Note: At the time of audit testing, there were 32 Command Technicians within DFR’s Emergency Response bureau according to the roster provided by DFR. The auditor is uncertain as to the number of back-ups as a list is not maintained by DFR).

Table III on the following page summarizes audit testing results for training attendance for the three judgmental samples of 30 Officers, 30 Members, and ten Command Technicians and five back-up Command Technicians.

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Table III

Summary of Audit Results

Training		Number of DFR Trainees			Exceptions		
Topic	Mandatory	Officers	Members	Command Technicians	Sample Size	Number	Percent
Management / Strategy	Yes	247			30	3	10
Safety	Yes	247			30	8	27
Courage To Be Safe	Yes		1,151		30	1	3
Situational Awareness	No		1,151		30	0	0
Building Construction	No		1,151		30	0	0
Master Streams	No		1,151		30	0	0
Search / Rescue	No		1,151		30	6	20
Initial Command Technician	Yes			32	15	0	0
Refresher Command Technician	Yes			32	15	15	100

Management's Response

Memorandum



CITY OF DALLAS

DATE: November 14, 2017
TO: Craig D. Kinton, City Auditor
SUBJECT: Response to Audit Report:
Audit Follow-Up on Line-of-Duty Death Report Recommendations

Our responses to the audit report recommendations are as follows:

Recommendation 1

"We recommend the DFR Fire Chief improves DFR's capabilities for monitoring training attendance as well as its assessment of the training curriculum offered. The DFR's long-term solution would require:"

- Automating and consolidating training records to allow for more effective and efficient monitoring

DFR Response: DFR agrees that current training record keeping entails manual processes that could be streamlined by software available on the market. DFR needs software that the Training Division can utilize to immediately capture class rosters from all available daily station data, as well as a system that can be queried to conduct accurate data analysis. This roster would accurately capture rosters for training and have an archived document for tracking purposes. DFR has explored on-line training vendor software solutions which target fire departments across the country with their suite of firefighter training designed to meet State training requirements. DFR will submit a Business Technology Request (BTR) at the next available opportunity to address this unmet need. If approved, DFR will use the City's procurement system to obtain a software product solution that will successfully address this and many of the remaining recommendations to achieve the goal of more effective delivery and monitoring of on-line formatted training. The successful vendor's product will also feature a dashboard that will provide queried reports and achieve rapid training audits.

- Preparing and monitoring training reports periodically to analyze DFR's progress in meeting both mandatory courses and annual hour requirements

DFR Response: As described above, software programs are available that would help DFR achieve the goal of monitoring individual training progress or annual mandated training completion as required by the Texas Commission on Fire Protection (TCFP) during their agency's biennial audit of DFR member training records.

"Dallas, the City that Works: Diverse, Vibrant and Progressive."

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In the short-term, we also recommend the DFR Chief:

- Use performance measures to rate attendance for all mandatory courses and track achievement

DFR Response: Because DFR is a large urban department with multifaceted operations and training requirements, this recommendation would pose a challenge, especially since our members are transitory due to ongoing shift and assignment changes. To achieve this recommendation, it will be incumbent on the Department to incorporate more stringent training record keeping. We see this as a longer term goal recommendation that would be achievable by acquisition of a commercially available on-line training solution. Such programs would allow officers to rapidly confirm attendance and completion of training modules.

- Communicate to Members and their supervisors the status of mandatory training completion using DFR's existing Access database

DFR Response: DFR's existing access database involves constant data entry to ensure up to date record keeping. DFR's in-service training instructors do provide feedback to field chief officers but the reporting is exception-based and designed to report on members who have failed to successfully complete training modules. Providing the training status for all members in the department would require software, and possibly hardware acquisition. A commercially available off-the-shelf software training solution would help more efficiently achieve this goal.

- Communicate to Members who did not attend training how they can still benefit, such as a similar course offered on-line

DFR Response: If the particular training has been highly customized, this may not always be an option. Nonetheless, DFR's Training Division has been directed to explore alternate on-line training modules similarly formatted to that which has been delivered at the Training Center and which could be suggested to members and their chain of command due to extenuating circumstances (i.e., long-term absence due to military leave, injury, etc.)

- Offer webinar training on a group basis so those without individual on-line access can still benefit

DFR Response: DFR's is currently coordinating with the CIS department to increase bandwidth at all fire stations and to install training computers which will be purchased during FY2018 with Business Technology Request (BTR) funds. This collaboration will allow for DFR to deliver more on-line training in the near future. Additionally, these technology enhancements should help foster a higher level of computer-based training and use of City of Dallas e-mail across the Department.

- Use light-duty personnel to review paper-based training records for accuracy and completeness

DFR Response: Although this may help achieve completeness, training modules delivered at the DFR Training Center require instructors to ensure all attendees "Dallas, the City that Works: Diverse, Vibrant and Progressive."

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sign in using the daily training rosters, which remains a manual, paper system, until a proper electronic system can be acquired. DFR's Training Division has been tasked with utilizing light duty personnel and administrative staff to double check rosters against actual classroom attendance. The department will also explore use of digital ID cards whereby, members can scan cards inside the classroom as a means to confirm attendance.

- Survey other large fire departments for solutions successfully implemented to monitor and analyze training

DFR Response: DFR agrees that this a good idea/suggestion. While informal contact has already been made, a formalized process is not in place at this time. This project will be assigned to DFR personnel in the near future so that a survey can be drafted, approved and sent to other large fire departments.

Management Response / Corrective Action Plan

Agree Disagree

(Due to the recommendation having several components, our responses are provided above, immediately following the item.)

Implementation Date

A corrective action plan will be drafted, complete with projected implementation dates by May 4, 2018. Some of the items listed above will take longer to fully implement based on whether the Business Technology Request(s) are approved, budget funds received, and the responsiveness of other fire departments regarding surveys.

Responsible Managers

Chiefs Dominique Artis - Administration & Training Bureau, Assistant Fire Chief/
Daniel Salazar- EMS and Communications Bureau, Assistant Fire Chief

Recommendation II

"We recommend the DFR Fire Chief enhances DFR's Manual of Procedures to require documentation of attendance at every training exercise for all attendees, including instructors, moderators, and trainees, to ensure compliance with both DFR and SFMO training requirements."

Management Response / Corrective Action Plan

Agree Disagree

DFR Response: This corrective action will be taken at the next available Manual of Procedures (MOP) revision date. Once revised, notice is routinely given to all DFR members via the Internal Document System (IDS).

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Implementation Date

The current projected implementation date is no later than December 31, 2017.

Responsible Manager

The Assistant Fire Chief for the Administrative & Training Bureau, Dominique Artis

Recommendation III

"We recommend the DFR Fire Chief revises the language used in all DFR's communications, including the DFR Manual of Procedures, training materials, Incident Safety Officer checklist, After Action Reports, and all other oral and written communications, to ensure that Members use consistent terminology to avoid confusion during an incident."

Management Response / Corrective Action Plan

Agree Disagree

DFR Response: Annually, DFR's varied Manual and Standard Operating Procedures are reviewed for consistency, relevancy and needed change. As a consequence of the Stan Wilson fatality recommendation report, changes to these manuals have already been made. Review of these manuals is ongoing and the DFR bureau assistant chiefs have been tasked with comprehensive review during the upcoming review cycle to review for inconsistent or confusing language that could lead to confusion during incident response.

Implementation Date

The projected implementation date for the remaining items listed in this recommendation is April 6, 2018.

Responsible Manager

All DFR Bureau Assistant Fire Chiefs will be responsible for these improvements.

Recommendation IV

"We recommend the DFR Fire Chief continues to consider implementing SFMO's recommendation to monitor the fireground tactical channel, based on DFR's assessment of the risks, costs, and benefits associated with this issue."

Management Response / Corrective Action Plan

Agree Disagree

DFR concurs with this recommendation however, given that the City of Dallas is utilizing an analog radio system, the City and DFR are limited in their capacity to monitor the fireground/tactical channel(s). Available citywide channels are limited in their capacity to be utilized during periods of high activity. Thus, fireground communication entails use of simplex radio channels which currently, cannot be monitored at the Fire Dispatch Center. This shortcoming has been highlighted in other fatality reports involving DFR members. The future design and implementation of the City of Dallas digital radio system will help

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achieve this recommendation while enhancing firefighter safety. The capacity to monitor fireground communication will allow for Fire Dispatchers to serve as an extra set of ears for Incident Commanders who may miss critical radio communication while operating at the scene of an incident. The Mayday radio call for assistance is one such vital communication that has gone undetected by incident commanders across the country but tactical radio dispatchers working at the 911 center have proven valuable as operational safety nets because they heeded the call for assistance and subsequently alerted the on-scene incident commander. This improvement will require, at minimum, a Business Technology Request, a future budget enhancement request, and/or perhaps a bond package to fully implement.

Implementation Date

The projected implementation date will depend on funding being approved. If funding is approved as part of the FY2019 budget, it would be possible to fully implement the project in FY2021.


Responsible Manager

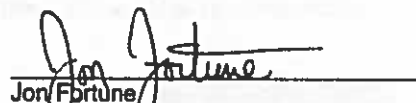
The Assistant Fire Chief for the Administrative & Training Bureau

Conclusion

In general, DFR concurs with the listed recommendations. Were it not for budgetary constraints, many of these would have already been implemented. DFR is committed to Firefighter and Citizen safety and will continue to work towards making improvements, subject to funding and approvals.

Sincerely,


Chief David Coatney
Department of Dallas Fire-Rescue


Jon Fortune
Assistant City Manager

C: T.C. Broadnax, City Manager

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