



# STRATEGIC PLAN

2004-2005

**FIRE DEPARTMENT CITY OF NEW YORK**  
*Michael R. Bloomberg, Mayor*  
*Nicholas Scoppetta, Fire Commissioner*  
*Frank P. Cruthers, Chief of Department*

**EXECUTIVE SUMMARY**



**FDNY  
STRATEGIC PLAN  
2004-2005**



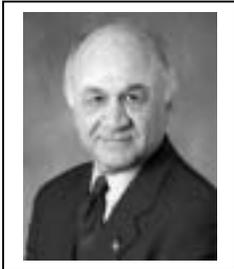
**EXECUTIVE SUMMARY**

**FIRE DEPARTMENT OF THE CITY OF NEW YORK**

January 1, 2004



## MESSAGE FROM THE FIRE COMMISSIONER



Since its creation nearly 140 years ago, the New York City Fire Department has been committed to protecting lives and property in this great City. Through many generations of Firefighters, our techniques have been honed and our tools refined. We have always considered ourselves pioneers in our field, with our focus constantly trained on the twin ideals of preparedness and prevention. With the incorporation of Emergency Medical Service operations in 1996, the Department has become one of the most complete and effective networks of first responders in the country.

The World Trade Center attacks on September 11, 2001, however, forced this Department to comprehensively reevaluate its mission and procedures. That tragic morning highlighted the courage and dedication ingrained in our members as we executed the most successful rescue operation in the nation's history. But the disaster also demonstrated the need for us to increase our capabilities in certain areas. Within a few hours, the threats to our world had become exponentially more complex. The Fire Department, in turn, needed to adapt.

This Strategic Plan is a landmark document that represents the first attempt by the Department to identify and publish its goals for this year and beyond. This Plan is centered around six key goal areas: emergency response operations; health and safety; management and organizational development; diversity; fire prevention and safety education; and technology. Within these areas, 20 priority objectives are identified; these objectives include short-term priorities, such as updating our Operations Command Center, and longer-term goals, such as enhancing our Marine capabilities.

I thank all of our uniformed members, civilian staff and bureau heads who helped create this document. I hope the Strategic Plan will better inform the members of this Department and the public about the new set of challenges we face and the initiatives the FDNY is undertaking to further enhance its preparedness for the future. Every objective contained in this document is a means to this end, which is why I consider the Strategic Plan to be one of the most important documents the FDNY has ever produced.

A handwritten signature in black ink that reads "Nicholas Scoppetta".

Hon. Nicholas Scoppetta  
Fire Commissioner

**MESSAGE FROM THE CHIEF OF DEPARTMENT**

I am pleased to present, along with Commissioner Scoppetta, the FDNY Strategic Plan for 2004-2005. Since the September 11<sup>th</sup> attack on the World Trade Center, we have been reassessing our mission and strategic goals. The attack has given us a new sense of urgency to broaden our response capabilities to include terrorism preparedness.



One of this administration's primary concerns is to assess how we chart a new direction for the future and still maintain our traditional core values of service, bravery, safety, honor, dedication and preparedness. During the past year, we conducted an in-depth analysis within the Department to determine what the top priorities should be for the next two years. The Department's vision is one of partnership between uniformed and civilian members that will build on our core competencies to handle all fires, pre-hospital care and emergencies, as well as new challenges.

The Department's Strategic Plan clearly defines what this agency expects to accomplish in the next two years. The goals and objectives detailed here form a foundation upon which to build the future of the Department. While some initiatives already are underway, others will begin shortly; still others must await funding from the Federal Department of Homeland Security. A commitment to strategic planning ensures that the FDNY will continue to provide New York City with the highest level of service.

The key to successful implementation of this plan is that everyone is responsible to assist in the 20 major projects that are outlined. This is an extremely ambitious undertaking, appropriate for these challenging times. The strength of this Department has always been its people and we will use the talents of our members to develop and implement all of these objectives, which are essential to the future of the FDNY.

A handwritten signature in cursive script that reads "Frank P. Cruthers".

Frank P. Cruthers  
Chief of Department

**T**he FDNY Strategic Plan identifies the New York City Fire Department’s key goals and objectives and articulates the Department’s mission, core values and changing responsibilities. Uniformed members, civilian staff and bureau heads collaborated in the development of the Strategic Plan after conducting a detailed assessment of the agency’s service goals and mission. A newly created Planning Oversight Committee (POC), led by the Fire Commissioner and Chief of Department, spearheaded this assessment and identified the key goals and objectives described in this document.

In the aftermath of September 11<sup>th</sup>, the Department recognized the need for further strategic planning in order to fulfill its new, complex responsibilities relating to terrorism, while continuing to provide exceptional core services. This Strategic Plan is the FDNY’s first formal attempt to present a road map for the future and represents an historic step forward in the Department’s planning for new challenges. The Strategic Plan builds on the recommendations of the McKinsey & Company report, *Increasing FDNY’s Preparedness*, published in August 2002.

In developing and publishing this Strategic Plan, Department leadership seeks to ensure that all members of the FDNY, as well as oversight bodies and other stakeholders, have a clear understanding of the Department’s priorities.

### **Mission Statement, Core Values and Responsibilities**

As first steps in the development of this Strategic Plan, the POC revised the Department’s mission statement and adopted a set of core values based on input from uniformed and civilian bureau heads. In addition, the POC reflected on the FDNY’s broadened responsibilities, which include responding to terrorist incidents, hazardous materials events and, increasingly, medical emergencies.

*Mission Statement: As first responders to fires, public safety and medical emergencies, disasters and terrorist acts, the FDNY protects the lives and property of New York City residents and visitors. The Department advances public safety through its fire prevention, investigation and education programs. The timely delivery of these services enables the FDNY to make significant contributions to the safety of New York City and homeland security efforts.*

*Core Values: Service, Bravery, Safety, Honor, Dedication and Preparedness.*

### **Key Goals and Objectives**

After clarifying the Department's expanded mission, the POC identified six priority goals for the next two years and beyond:

1. *Improve Emergency Response Operations*
2. *Enhance the Health and Safety of FDNY Members*
3. *Strengthen Management and Organizational Development*
4. *Increase Diversity*
5. *Improve Fire Prevention and Safety Education*
6. *Advance Technology*

For each of these six goals, the Department developed a list of critical initiatives necessary to achieve the goal. These key objectives are summarized here and detailed in this Plan.

#### **1. *Improve Emergency Response Operations***

The Department's highest priority is to enhance its ability to respond to fires, emergencies, pre-hospital care emergencies and terrorist acts. The Department's strategy to increase operational preparedness focuses on investing in the continued enhancement of core capabilities. To improve its response operations, the Department will:

- **Continue the integration of the Incident Command System (ICS) and the Department's Incident Management Teams (IMTs):**
  - Continue development of two 32-member IMTs, which were trained by the U.S. Forestry Service and are ready to respond to any large-scale emergency.
  - Conduct a comprehensive ICS training course for all Officers.
  - Establish an evaluation program through the standardization of formal critiques and After Action Reports as ICS is more fully integrated.
- **Further develop and automate the Department's comprehensive recall program to ensure efficient mobilization of all or part of its Fire and EMS personnel in the event of a large-scale emergency:**
  - Train all members on newly revised recall protocols and procedures.
  - Employ a customized communications system to provide flexibility in targeting specific personnel for recall.
- **Enhance the Department's mutual-aid program to more efficiently access resources beyond those the FDNY has available:**
  - Continue development of mutual-aid agreements that formalize legal and operational relationships with surrounding jurisdictions for response to large-scale incidents.
  - Continue the formalization of EMS agreements with emergency providers in the City and throughout the region.
  - Conduct meetings and training exercises with mutual-aid partners.

- **Enhance the capabilities of the Special Operations Command (SOC):**
  - Increase to 25 the number of SOC Support Ladder Companies that are trained and equipped in both technical rescue and haz-mat operations.
  - Continue implementation of a rigorous SOC training program and purchase of specialized equipment.
  - Pursue a program of incentives to increase the number of FDNY members recruited into the SOC.
  - Increase the number of EMS Haz-Tac ambulances by a total of 25 units.
  
- **Increase Marine capabilities to respond to the heightened threat environment in New York City's harbor and the increase in water-borne traffic:**
  - Continue a training program for members to become familiar with shipboard firefighting.
  - Develop plans and acquire funding to enhance and/or replace the FDNY's aging marine fleet and improve marine facilities as necessary.
  
- **Enhance preparedness planning to address new threats and complex, long-term challenges:**
  - Complete an Emergency Response Plan (ERP) for weapons of mass destruction for each major threat category, including chemical, biological, radiological, nuclear and explosive agents.
  - Conduct risk and vulnerability assessments of an initial 65 high-priority risk sites in New York City; a database will include approximately 150 sites when completed.
  - Establish an Exercise Planning Team to design and conduct intra- and inter-agency tabletops and other exercises.
  - Develop a Terrorism Preparedness Strategic Plan detailing (more comprehensively than in this Plan) how the FDNY can best prepare for future acts of terrorism or large-scale events.

## ***2. Enhance Health and Safety of FDNY Members***

The Department is committed to maintaining the safety and well-being of all personnel and will continue to monitor and improve the health and safety of its members through the following objectives:

- **Develop an improved Firefighter/EMS injury and fatality prevention and investigation program:**
  - Train 25 members of the Safety Battalion as Accident Investigators and continue revision of new procedures to shorten investigation periods and produce recommendations in a timely manner.
  - Develop an Annual Risk Management Plan to evaluate risks in the field and recommend interventions.
  - Pilot new programs to systematically review and evaluate Firefighter gear and improved Personal Protective Equipment.

- **Develop an enhanced Fire/EMS apparatus accident prevention and reduction program:**
  - Develop a Chauffeur Training Refresher course and pilot a fire apparatus accident reduction program in selected units, using moderator-led discussions to address safety issues.
  - Incorporate lessons learned from the Fire Chauffeur program to launch a similar program for EMS personnel trained in emergency vehicle operations (EVOC) and integrate simulators into both training programs.
  
- **Develop performance standards to address the training needs of Firefighters, EMTs/Paramedics, Fire and EMS Officers:**
  - Determine knowledge and skills necessary to enhance health and safety.
  - Reinstate a team of Field Training Officers who will improve performance standards and certification of competencies.
  - Revise training curricula based on new performance standards.

### ***3. Strengthen Management and Organizational Development***

Recently, the Department improved its management capabilities by increasing the number of Staff Chiefs. The Department also implemented a Borough Command structure, created a Family Assistance Unit and invested in an advanced management-training program for uniformed leaders. To continue strengthening management and organizational development, the Department will:

- **Determine how EMS and Fire Operations can be more efficiently managed to improve overall system performance and service delivery:**
  - Establish an Executive Task Force, chaired by the Chief of Department and comprised of EMS and Fire Staff Chiefs, to evaluate how EMS and Fire can be more efficiently managed.
  
- **Increase the managerial capabilities and expertise of Fire and EMS personnel by providing opportunities for advanced leadership development:**
  - Continue to develop and refine the curricula of the FDNY Officers Management Institute, a management immersion program for Fire and EMS Chiefs, administered and presented by Columbia University.
  - Partner with the U.S. Military Academy to create a Combating Terrorism Leadership Program to build the Department's capacity for strategic decision-making in the new threat environment.
  
- **Provide more comprehensive support services to FDNY families and members:**
  - Develop the Family Information Call Center to keep families and members informed in the event of an incident involving significant casualties.

### ***4. Increase Diversity***

The Department continues to strive to diversify its uniformed work force through the recruitment, retention and promotion of minorities and women. To significantly improve the diversity of the Fire Service, the Department will:

- **Develop a comprehensive written plan that incorporates the Department’s ongoing and new recruitment initiatives to diversify the uniformed work force of the FDNY:**
  - Continue to analyze recent recruitment efforts and underlying issues related to diversity and formulate a comprehensive written diversification plan with short- and long-term initiatives in collaboration with consultants, non-profit organizations and community stakeholders.
  
- **Develop and expand outreach and mentorship programs to target minority young adults and women to become interested in firefighting and pre-hospital emergency career opportunities:**
  - Expand the Fire and Emergency Services Exploring Program for young men and women ages 14 to 20.
  - Develop mentoring programs to enlist and retain female candidates for the Fire service.
  - Increase retention of viable candidates by using the recruitment tracking system database to maintain contact with and offer support to candidates who have passed entrance exams.
  - Expand community outreach efforts to build awareness of potential career opportunities within the Department.

### ***5. Improve Fire Prevention and Fire Safety Education***

The Fire Department will continue to develop fire prevention and educational programs to make communities stronger and safer. While Fire Prevention resources have remained strong despite budgetary constraints, fire safety education programs have been reduced. To improve fire prevention and fire safety, the Department will:

- **Develop new safety requirements and evacuation plan procedures for commercial high-rise buildings:**
  - Complete a thorough internal review of the *High-Rise Building Emergency Action Plan* and evaluate legislative and other processes for Citywide implementation.
  - Establish a managerial mechanism within the Department to review evacuation plans submitted in compliance with the new requirements.
  - Explore the need to develop new legislation for residential high-rise buildings, as well as other occupancies.

- **Integrate fire prevention and fire safety education projects to ensure that fire prevention education messages reach communities most at risk:**
  - Assess current activities related to fire prevention, inspections and fire safety to maximize the effective utilization of manpower and resources.
  - Identify programs to strengthen relationships between local firehouses and their communities.
  - Support and expand the “Fire Zone on the Road” program in partnership with the FDNY Fire Safety Education Fund to bring fire safety education and public safety education to targeted communities.

**6. Advance Technology**

The Department has undertaken important initiatives to identify current needs, upgrade systems and plan for future communication and technology needs. A Technology Oversight Committee has been meeting for the past year to develop ways to streamline and manage communications and technology initiatives. These include:

- **Complete Upgrade of the Fire Department Operations Command Center (FDOC):**
  - Develop specifications, with consultant expertise, for a fully integrated FDOC, which would provide the communication tools necessary for Senior Chiefs to manage and monitor Citywide command and control from headquarters.
  - Expand the FDOC into a fully functional off-site Operations Center with advanced capabilities.
- **Develop electronic wireless command post boards to safeguard critical deployment information and provide the Incident Commander with resource and personnel management tools:**
  - Continue development of the command post boards for deployment to the field, while building on existing designs developed last year.
  - Provide mapping capabilities and the ability to generate site-specific historical and hazard data from Department databases.
- **Obtain a computerized unit deployment and tracking model for Fire and EMS resources:**
  - Implement a state-of-the-art computerized unit tracking and deployment model that will use dispatch data to reflect real-time response and unit positioning to optimize response and coverage of routine and large-scale incidents.
- **Implement a second EMS Citywide command channel for large incidents:**
  - Provide a second EMS Citywide command channel to handle large-scale incidents, while permitting other existing channels to handle day-to-day communications; current procedures, protocols and staffing will be modified as the second channel is implemented.

## **FDNY STRATEGIC PLAN**

### **Conclusion**

The FDNY's Strategic Plan for 2004-2005 describes in detail the major challenges confronting the Department, recent significant accomplishments and how the Department will achieve its key goals. Summary charts of the Plan's six principal goals, 20 priority objectives and 15 secondary objectives are attached as appendices.

While the effects of 9/11 are still deeply felt, the past two years have been a time of remarkable accomplishment for the FDNY. During this period, the Department restored its equipment and staffing levels to pre-9/11 capacity and launched important preparedness and safety initiatives in the field. As outlined in the Plan, this work will intensify and accelerate during the next two years and provide a solid foundation for confronting the challenges of the 21<sup>st</sup> century.

The goals and time frames contained in the Strategic Plan demonstrate a commitment to an ambitious set of priorities. This approach reflects the Department's determination to aggressively enhance operational preparedness while continuing its tradition of excellent service to the City of New York.

