



GOAL 1.0 IMPROVE EMERGENCY RESPONSE OPERATIONS

Enhance the Department's preparedness to respond to fires, emergencies and acts of terrorism.

Overview

Enhancing the FDNY's ability to respond to fires, emergencies, pre-hospital care emergencies and terrorist acts is the Department's highest priority. In this section of the Strategic Plan, FDNY identifies six objectives that are vital to Fire and EMS operations in terms of both day-to-day operations and responses to terrorist acts. The Plan lays out steps necessary to more fully integrate knowledge of the Incident Command System (ICS) within the Chief and Company Officer ranks, complete recall and mutual-aid programs, increase Special Operations Command (SOC) capacities, including Marine capabilities, and enhance preparedness planning.

Objective 1.1 Continue the integration of the Incident Command System and the Department's Incident Management Teams.

Background

The threat of terrorist attacks now facing New York City and the rest of the country demands that the FDNY and other emergency responders be prepared for large, long-duration incidents similar in scope to the World Trade Center attack. The FDNY uses the ICS on a daily basis, but rarely on the scale needed on September 11, 2001.

Following City, State and Federal mandates, as well as the best practices developed by the fire service, emergency medical service and other emergency responders, the FDNY has committed to using the ICS as the means of managing incidents and the resources necessary to carry out emergency response.

ICS principles dictate that all Officers be sufficiently trained and capable of effectively performing any assigned role at a variety of incidents. However, for complex, large-scale incidents, it is also beneficial to deploy personnel who are highly trained and specialized in the specific functions required of Incident Management, such as operations, planning and logistics.

Homeland Security Presidential Directive 5 and the National Response Plan mandate the use of the National Incident Management System (NIMS), beginning in Federal Fiscal Year 2005. NIMS will be developed to standardize emergency response and ensure coordination at all levels of government. NIMS is rooted in the ICS that is currently part of FDNY training manuals and its implementation is required for the City to receive Federal preparedness assistance through grants, contracts and other sources.

Accomplishments

So far, the FDNY has expanded ICS by:

- Increasing the number of Officers with comprehensive ICS training
- Integrating ICS into everyday FDNY procedures and practices
- Training two Incident Management Teams (IMTs) with specialization in various ICS functions



The Department is also increasing and further formalizing the day-to-day use of ICS. The Department has provided approximately 200 Officers from all levels of the Department with 80 hours of ICS training. This process has included an ongoing review of all FDNY procedures to ensure consistency with ICS principles.

Working with the U.S. Forestry Service, which has extensive experience using ICS at large, long-duration incidents, the FDNY developed two 32-member IMTs. Their initial training was completed in April 2003. In August 2003, the Department began sending IMT members for hands-on training at major incidents in the western United States. Approximately 60 percent of the Officers trained have participated in this rotation with the U.S. Forestry Service and local/regional firefighters. Members of the FDNY IMTs continue their extensive training with Federal instructors.

Currently, the Department's IMTs are on-call and ready to respond to any large-scale incident at the direction of the Chief of Department. The Department also has in place a fully operational incident management system for handling urban terrorist incidents.

Next Steps and Time Frames

- The Department is working to secure funding from the U.S. Department of Homeland Security (DHS) and outfit both IMTs with required supplies and equipment by November 30, 2004.
- The Department will expand ICS training for all Fire/EMS Chiefs and Captains to be completed by July 31, 2004. Lieutenants will be trained upon completion of this first phase. Firefighters also will be scheduled for training after resources are secured.
- The Department will evaluate ICS through standardized formal critiques and After Action Reports (AAR) at major incidents, drills and exercises by April 15, 2004.

Lead Bureaus

- Fire and EMS Operations

Objective 1.2 Further develop and automate the Department's comprehensive recall program.

Background

The Department has initiated implementation of a flexible recall program in order to efficiently mobilize all or part of its Firefighters and EMS personnel in the event of a large-scale emergency or an increase in the terrorism threat level. This recall program allows the Department to effectively recall members by geographic area and/or type of unit in sufficient numbers to address the needs of an Incident Commander at a particular incident, while simultaneously allowing the Department to safely and effectively manage recalled members and maintain adequate reserve members for later shifts.



Accomplishments

The Department's Bureaus of Fire and EMS Operations have developed detailed guidelines and training materials on its personnel recall procedures. These procedures enable the Department's leadership to mobilize specific, targeted capabilities, such as rescue or hazardous materials units, and allows for the recall of large numbers of personnel of all ranks, using clear, straightforward instructions and methods. The Department's Regulations were amended in Spring 2003 to add these new procedures and Recall Procedural Guidelines have been drafted.

The major components of the Department's draft recall guidelines include:

- Pre-defined recall packages
- Clearly defined lines of authority to initiate a personnel recall
- Pre-defined recall "trigger points"
- FDOC capacity to determine recall needs, scope and characteristics of personnel and skills required
- Precise and consistent communication of the recall process
- Establishment of designated mobilization points
- Recall procedures training curriculum
- Caches of equipment and supplies located around the City

In concert with the new recall procedures, the Department also has modified its staging procedures to ensure that the Incident Commander can effectively maintain command and control of resources as incidents escalate.

In April 2003, the Department conducted a targeted recall drill with satisfactory results: nearly 50 percent of FDNY members notified had responded within the first hour of the recall.

Next Steps and Time Frames

- The Department will continue to improve its recall program through the use of technology and communication enhancements. The Department has selected a vendor to develop a customized communications system to increase efficiencies throughout the recall process. The new communications system has been purchased and will provide flexibility in targeting personnel by specific group, unit, Battalion, Division or rank or any combination of these categories. The enhanced recall process will be implemented by April 30, 2004.
- These enhancements will further streamline the process by which all or a designated portion of off-duty personnel is expeditiously notified for mobilization and deployment. The Department anticipates completing revised protocols and training all Fire and EMS members on these updated procedures by July 31, 2004.

Lead Bureaus:

- Fire and EMS Operations
- Communications



Objective 1.3 Enhance the Department's mutual-aid program.

Background

The Department must be prepared for large-scale and long-duration incidents that may require access to a resource pool beyond the FDNY's internal capacity. Through additional mutual-aid agreements and inter-agency training, the Department will enhance its ability to call into service significant resources within a short period of time. This system will allow the FDNY to make precise and measured responses to a broader variety of incidents and improve coverage of New York City and the region on a sustainable basis as required by the U.S. Department of Homeland Security.

Accomplishments

Both Fire and EMS Operations have made significant strides in the further development of their mutual-aid agreements with existing New York City emergency services (e.g., other EMS providers within the 911 system), as well as emergency services from nearby jurisdictions, both inside and outside New York State. These mutual-aid agreements formalize the legal and operational relationships with these jurisdictions, leading to better planning and training for joint responses to large incidents.

Mutual-aid partners for fire response currently include New York State, New Jersey and Nassau County. Working with the New York City Regional EMS Council (REMSCO), 67 of 86 EMS agencies (or 78 percent) operating within the New York City region have a Memorandum of Understanding that outlines mutual-aid responsibilities and action plans. In addition, the Marine Division provides mutual aid to all New Jersey coastal towns, as well as localities along New Jersey's rivers and waterways. Out-of-state requests seeking mutual aid from the Marine Division are processed through the Manhattan and/or Staten Island dispatcher and approved by the Command Chief.

Next Steps and Time Frames

- The Department's Bureau of Legal Affairs and Bureaus of Fire and EMS Operations will continue to finalize the legal and operational details of the mutual-aid agreements, addressing such issues as notification, deployment, roles, responsibilities and resource allocation by June 30, 2004.
- Working with the New York State Department of Health, FDNY will develop and finalize a Statewide Mobilization Plan for EMS agencies and inter-state agreements by June 30, 2004.
- The Bureaus of Fire and EMS Operations will meet with these mutual-aid partners by July 31, 2004, to share protocols and determine compatible equipment and schedule joint training and exercises in Fall 2004.

Lead Bureaus

- Fire and EMS Operations
- Legal Affairs



Objective 1.4 Enhance capabilities of Special Operations Command.

Background

Expanding the FDNY's Special Operations Command (SOC) is critical to the Department's efforts to improve its responses to large-scale incidents. Of particular importance is the expansion of the Department's haz-mat-capable units, which are called upon to respond to incidents involving chemical, biological, radiological, nuclear and explosive (CBRNE) agents often associated with terrorist attacks. Preparing for and responding to such attacks requires special operations capabilities well beyond those that the Department possessed on September 11, 2001.

Accomplishments

The Department has acquired additional equipment with the assistance of grant funds from the Federal government. Chemical Protective Clothing (CPC), radiation detectors, reserve rescue apparatus and strategically located caches of equipment and medical supplies have increased the Department's preparedness, while enhancing the safety of the members operating in the field.

Since September 11, 2001, every uniformed member of the Department has received at least eight hours of terrorism awareness training. All new Firefighters are given 40 hours of combined haz-mat and terrorism awareness training through programs administered by the International Association of Fire Fighters (IAFF) and the U.S. Department of Justice. The Department's Squad and Rescue Companies and EMS Haz-Tac units are trained as haz-mat technicians; the members of Haz-Mat Company 1 are trained to the level of haz-mat specialist, the highest level of haz-mat training in the City. Radiation detection training has been incorporated into the First Line Supervisors Training Program (FLSTP) for new Officers and for members of the EMS Haz-Tac Battalion. Hazardous materials refresher training has been provided to all members of Haz-Mat, Rescue and Squad Companies; eight Ladder Companies have been trained to use CPC.

To expand resources for hazardous materials and rescue incidents, the Department has trained 21 Ladder Companies to serve as SOC Support Ladder Companies. These 21 Companies, geographically dispersed throughout the City, have been trained and equipped in both technical rescue and haz-mat operations. These units are equipped to quickly respond to incidents requiring these special capacities, including the ability to perform scene surveys of collapse and confined space incidents.

These Support Ladder Companies can respond as additional units when Rescue and Squad Companies are otherwise unavailable and provide support for SOC units once Rescue, Haz-Mat or Squad Companies arrive on-scene. These Ladder Companies have been trained in hazardous materials monitoring, operations in CPC and decontamination. All 625 members of these Companies received 40 hours of rescue operations training and 40 hours of haz-mat training.



Next Steps and Time Frames

- The Department intends to place the 21 SOC Support Ladder Companies into service by February 1, 2004, once operational plans are finalized.
- Four additional SOC Support Ladder Companies will be trained by August 15, 2004, for a total of 25 Companies.
- The Department will recommend and develop appropriate incentives, to encourage increasing numbers of FDNY members to perform these lifesaving functions.
- The EMS Command will increase its Haz-Tac Ambulance capabilities by 25 units; 10 additional units by June 30, 2004, and 15 additional units by June 30, 2005.

Lead Bureau

- Fire Operations
SOC

Objective 1.5 Increase Marine capabilities.

Background

Given the increase in commercial, transportation and recreational use of the City's ports and waterways, including plans for private water taxis, an expanding cruise industry and a dramatic increase in cargo transportation in New York City, the Department must upgrade the capabilities of its Marine Division. Recognizing the increasing obsolescence of the Department's fireboat fleet and the City's increasing concerns about a potential major marine disaster or terrorist act, the Department intends to purchase new state-of-the-art fireboats to replace an aging fleet, as well as develop enhanced training for shipboard firefighting.

Accomplishments

Because shipboard fires present unique complexities, in Spring 2002, the Department contracted with a vendor to provide training in marine firefighting techniques for land-based Fire Companies. This train-the-trainer course provided marine firefighting awareness and operations-level training to 20 carefully selected members of the SOC and Marine Division, which is part of SOC. The curriculum included tactical exercises at the U.S. Naval base in Norfolk, Virginia, and a review of marine firefighting Incident Command. The Department has begun to enhance its shipboard firefighting training and, in September 2003, the first class of Battalion Chiefs received shipboard firefighting as part of the FDNY Incident Command course. A class of probationary Firefighters received marine firefighting awareness training for the first time in Fall 2003.

In addition, the Marine Division dry-docked and overhauled fireboats *McKean* and *Fire Fighter*, updated marine navigation and communications equipment on all boats, assigned 25-foot rescue boats to Marine Companies 1 and 9 for rapid response calls and reconstructed floats and ramps at Marine Company 4 at Fort Totten, Queens.



To further ensure public safety on the City's waterways at heightened levels of alert, the Department activated and manned reserve fireboats *Smoke II* and *Alfred E. Smith*. These boats will enhance harbor surveillance as a component of the FDNY homeland security effort. FDNY secured external grant funding for a new state-of-the-art, 130-foot fireboat.

Next Steps and Time Frames

- By January 15, 2004, the Department will begin construction of a new pier at Marine Company 1 in Manhattan, to be completed by August 31, 2004. The Department will dry-dock and overhaul the *Alfred E. Smith*, which will be completed by March 15, 2004.
- The Department has purchased a new 27-foot Boston Whaler for Staten Island. Construction of the new fireboat will be completed and placed into service by April 1, 2004.
- The Department has completed its needs assessment and will review engineering specifications for the new 130-foot fireboat. FDNY has hired a marine engineering firm to review and update its specifications and incorporate current technology into the design. These revised specifications will be completed by February 15, 2004. The overall target date for completion of this project is 2007.
- By October 31, 2004, the Department will further implement the train-the-trainer program, using members who were recently certified as instructors, to train 21 first-due units to handle marine emergencies on New York City's waterways.

Lead Bureau

- Fire Operations
SOC Marine Division

Objective 1.6 Enhance preparedness planning.

Background

In prior years, the FDNY Operational Planning Unit was responsible for maintaining the Department's Standard Operating Procedures (SOPs), scheduling medical appointments, coordinating special events and maintaining a liaison with the Mayor's Office of Emergency Management (OEM). However, the new threats and long-term challenges facing the Fire Department demand a more in-depth and comprehensive planning effort that takes into account the need for inter- and intra-departmental coordination, research, strategic and tactical planning, development of in-depth response plans for various kinds of incidents, development and coordination of drills and exercises and critical analysis of operations.



Accomplishments

Under the direction of the Chief of Planning and Strategy, the unit now known as the FDNY Planning and Strategy Unit has been significantly expanded to:

- Develop and prepare training exercises for FDNY, including inter-agency exercises
- Provide risk assessments of potentially hazardous locations throughout the City
- Develop FDNY Emergency Response Plans (ERPs)
- Manage technical information for Fire and EMS Operations
- Develop the FDNY Strategic Plan
- Coordinate with bureaus on terrorism preparedness
- Participate in post-incident critiques
- Maintain inter-agency relationships at the operational level
- Oversee the Geographical Information Systems Unit (Phoenix Unit)
- Manage special events and coordinate dignitary protection

The Planning and Strategy Unit has drafted a plan for “Fire and EMS Tactics and Procedures for Subway Incidents involving Weapons of Mass Destruction (WMD)–Chemical Agents” and a bio-terrorism response plan. In addition, the unit has developed a risk and vulnerability assessment survey instrument to enable the Department to review and document targeted sites throughout the City.

The Planning and Strategy Unit is also responsible for coordinating the Department’s participation in drills and exercises. Lessons learned during these mock incidents, either in large-scale drills or tabletop exercises, enable FDNY to better anticipate problems and needs associated with specific incidents and locations. In 2003, the Department participated in several major inter-agency drills, addressing simulated WMD chemical releases affecting a large number of people, as well as several tabletop exercises dealing with bio-terrorism and special events. Large-scale exercises were conducted, simulating a chemical release in a passenger terminal and a subway station. Tabletop exercises were conducted for incidents at Shea and Yankee Stadiums, the U.S. Open in Flushing Meadow Park and John F. Kennedy Airport.

Next Steps and Time Frames

- Complete ERPs for WMD.

To maximize preparedness, the Department has identified major WMD threat categories: chemical, biological and radiological, including nuclear and explosive. For each of these major threat categories, FDNY is developing a plan that will be integrated into its Standard Operating Procedures (SOPs). To accomplish this expeditiously, the Department will employ in-house expertise and external sources. These ERPs will be completed by November 1, 2004. A training program will be developed and implemented once the plans are completed and approved.



- Conduct vulnerability assessments of 65 designated sites to increase preparedness for possible future terrorist acts.

The Department has begun risk and vulnerability assessments of 65 sites Citywide, to be completed by June 15, 2004. The Department will further implement the risk assessment survey instrument by developing a networked database. Designated Officers and Firefighters will be trained to submit, retrieve and update critical risk information for approximately 150 potential vulnerable sites Citywide. The newly developed database will be easily accessible to all members, Borough Commanders, Staff Chiefs and Incident Commanders via the FDNY Intranet.

- Design and conduct intra- and inter-agency tabletops and other exercises.

In recognition of the increasing need to standardize the preparation, scheduling and evaluation of intra- and inter-agency exercises, FDNY will establish an Exercise Design Team by June 30, 2004. Team members will focus exclusively on the development and coordination of tabletop scenarios and hands-on exercises with internal FDNY units and external partners, including the New York Police Department, Mayor's Office of Emergency Management, Port Authority Police Department, U.S. Department of Homeland Security and its constituent agencies, utility companies and health care providers. The team also will be responsible for standardizing the roles and responsibilities of tabletop exercise controllers and evaluators, formatting After Action Report (AAR) critiques and interfacing with the Bureau of Training to ensure that lessons learned are implemented. The Department intends to conduct intra- and inter-agency tabletops and exercises on a monthly basis, with a minimum of 12 exercises per year. By June 30, 2005, the Exercise Design Team will have completed the Master Exercise Practitioners Certification Program sponsored by the National Fire Academy.

- Develop Terrorism Preparedness Strategic Plan, including funding priorities.

Following the development of this Strategic Plan, the Department will create a *Terrorism Preparedness Strategy* document by September 15, 2004. The FDNY Strategic Plan sets the general direction of the Department as it relates to terrorism. The *Terrorism Preparedness Strategy* will offer a more detailed set of initiatives, describing how FDNY can best prepare for future acts of terrorism or large-scale events. The *Strategy* will focus on how FDNY will meet the growing threat of terrorism by augmenting existing resources with increased hazardous materials training, equipment upgrades, new technologies and innovative command structures. A terrorism management strategy will address awareness and prevention, training and preparedness, communications and information technology, inter-agency coordination, recovery and funding.

Lead Bureau

- Fire Operations
Planning and Strategy Unit