



# STRATEGIC PLAN

2004-2005

**FIRE DEPARTMENT CITY OF NEW YORK**

*Michael R. Bloomberg, Mayor*

*Nicholas Scoppetta, Fire Commissioner*

*Frank P. Cruthers, Chief of Department*



**FDNY  
STRATEGIC PLAN  
2004-2005**

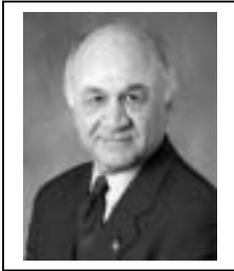


**FIRE DEPARTMENT OF THE CITY OF NEW YORK**

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.

## TABLE OF CONTENTS

<b>FDNY MISSION STATEMENT.....</b>	<b>1</b>
<b>CORE VALUES OF THE DEPARTMENT .....</b>	<b>1</b>
<b>FDNY SCOPE OF RESPONSIBILITIES.....</b>	<b>2</b>
<b>FDNY STRATEGIC PLAN: INTRODUCTION .....</b>	<b>4</b>
<b>FDNY KEY GOALS AND OBJECTIVES 2004-2005 .....</b>	<b>6</b>
<b>GOAL 1.0 IMPROVE EMERGENCY RESPONSE OPERATIONS .....</b>	<b>7</b>
<b>Objectives:</b>	
1.1 Continue integration of the Incident Command System and Incident Management Teams. ...	7
1.2 Further develop and automate the Department’s comprehensive recall program .....	8
1.3 Enhance the Department’s mutual-aid program .....	10
1.4 Enhance capabilities of Special Operations Command .....	11
1.5 Increase Marine capabilities .....	12
1.6 Enhance preparedness planning .....	13
<b>GOAL 2.0 ENHANCE HEALTH AND SAFETY OF FDNY MEMBERS.....</b>	<b>17</b>
<b>Objectives:</b>	
2.1 Develop an improved injury and fatality prevention and investigation program .....	18
2.2 Develop an enhanced vehicle accident prevention and reduction program.....	19
2.3 Develop performance standards to address Fire and EMS training needs .....	20
<b>GOAL 3.0 STRENGTHEN MANAGEMENT AND ORGANIZATIONAL DEVELOPMENT .....</b>	<b>21</b>
<b>Objectives:</b>	
3.1 Determine how EMS and Fire Operations can be more efficiently managed .....	21
3.2 Increase the managerial capabilities of personnel through leadership development.....	22
3.3 Provide more comprehensive support services to FDNY families and members. ....	23
<b>GOAL 4.0 INCREASE DIVERSITY .....</b>	<b>25</b>
<b>Objectives:</b>	
4.1 Develop a comprehensive plan that incorporates ongoing and new diversity initiatives .....	26
4.2 Develop and expand programs for minority young adults and women.....	27
<b>GOAL 5.0 IMPROVE FIRE PREVENTION AND FIRE SAFETY EDUCATION.....</b>	<b>29</b>
<b>Objectives:</b>	
5.1 Develop new safety requirements/evacuation plans for commercial high-rise buildings .....	29
5.2 Integrate fire prevention and fire safety education projects to reach at-risk communities .....	30

**GOAL 6.0 ADVANCE TECHNOLOGY ..... 33**

**Objectives:**

6.1 Complete upgrade of Fire Department Operations Command Center ..... 34  
6.2 Develop electronic wireless command post boards..... 35  
6.3 Obtain a computerized unit deployment and tracking program ..... 36  
6.4 Implement a second EMS Citywide channel..... 37

**APPENDICES ..... 39**

A. McKinsey & Company Report Recommendations ..... 39  
B. FDNY Planning Oversight Committee..... 41  
C. Primary Objectives ..... 43  
D. Secondary Objectives ..... 53  
E. FDNY Organization Chart ..... 61

**FDNY MISSION STATEMENT**

**A**s first responders to fires, public safety and medical emergencies, disasters and terrorist acts, 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 OF THE DEPARTMENT****SERVICE**

*The Department continues its unwavering call to protect and serve.*

**BRAVERY**

*Bravery is the ability to overcome fear through fortitude, instinct, compassion for others and training.*

**SAFETY**

*We strive to keep our citizens free from danger, especially deliberate, harmful acts. With the best equipment and training, the Department can reduce the risk to the public and its members at fires, emergencies and medical incidents.*

**HONOR**

*The enormous commitment necessary to perform the Department's tasks requires excellence of character. We inspire each other through pride in our unit, which is a belief that every action reflects on all the members of the unit, both past and present.*

**DEDICATION**

*A commitment to the objectives of our mission is an essential part of our code of conduct. The faithful observance of duty calls for us to fulfill our obligations professionally and honestly.*

**PREPAREDNESS**

*By combining all of the components of our core values, the FDNY will maintain its constant state of readiness to meet all threats and challenges, traditional and new.*



## FDNY SCOPE OF RESPONSIBILITIES

The Department's responsibilities have evolved from a heavy emphasis on fighting traditional structural fires and providing pre-hospital care, to an expanded role in handling all types of emergencies, such as hazardous materials incidents, building collapses, transportation accidents, utility-related emergencies and acts of terrorism in New York City.

Our critical responsibilities include:

- **Fires – structural and non-structural**  
Traditional structural firefighting, car fires, brush fires and rescue related to these fires.
- **Medical Emergencies – natural or terrorist-induced**  
With the merger of EMS into the fire service in 1996, the Department increased its response to medical emergencies, whether natural or deliberate acts, and now provides a complete package of pre-hospital care, mass-casualty trauma care, decontamination and hospital transport. The Department is also responsible for the provision and coordination of emergency medical services throughout the City.
- **Terrorist Acts – chemical, biological, radiological, nuclear and explosive (CBRNE)**  
Homeland security issues now necessitate that FDNY members have the ability to respond to, and mitigate, all acts of terrorism--chemical, biological, radiological, nuclear or explosive. The FDNY has focused on “consequence management” through continuous training and simulation exercises.
- **Fire Prevention – inspection, education, enforcement, evacuation**  
Fire Prevention activities have continued to emphasize the inspection/enforcement role, but now will include a more proactive fire safety education program for the City.
- **Fire Investigation – arson, cause/origin, intelligence, law enforcement, site safety**  
The fire investigation arm of the FDNY traditionally dealt with arson investigation and the cause and origin of fires. These duties have been expanded to include law enforcement agency interaction, intelligence sharing and site safety due to the increase in terrorist threats.
- **Structural Collapse – rescue and recovery**  
Enhanced training and equipment enable members to perform scene surveys, searches, high-angle and confined space rescues at life-threatening incidents involving structural collapse.
- **Transportation Incidents – land, air, rail, water**  
Working in partnership with the Port Authority of New York and New Jersey, the New York City Department of Transportation and the many subway and railroad authorities in New York City, the FDNY responds to emergencies involving all modes of transportation.



- **Utility Disruption – gas, electric, steam, water, sewer**  
Utility disruptions involving gas, electric, steam, water and sewer prompt the Department to interact with many utility agencies, both public and private.
- **Hazardous Materials – incident management**  
The FDNY is New York City’s lead agency at hazardous materials (haz-mat) incidents throughout the City. The Department continues to expand its hazardous materials capabilities by combining the Hazardous Materials Unit with the “Haz-Mat Group” and first responding units in a comprehensive tiered response to mitigate hazardous materials incidents of all levels. EMS provides medical decontamination, patient management and medical support for haz-mat teams. The threat of biological, chemical and radiological terrorism demands that the FDNY further expand this role for the protection of New York City.
- **Catastrophic Weather Events – hurricanes, storms, earthquakes, snow, heat**  
The Department assists the community in all weather emergencies and natural disasters, including storms, floods, blizzards and heat waves. Both Fire and EMS Operations play a crucial role in these events as members protect life and property.
- **Special Event and Dignitary Protection – planning and response**  
Special event protection now includes planning for and response to events, including the World Series, New Year’s Eve and United Nations functions. With the added threat of terrorism, these events take on a whole new dimension and no longer are routine.

**AGENCY HIGHLIGHTS**

**Personnel Fiscal Year 2004**

- 11,098 Uniformed Firefighters and Fire Officers
- 2,756 EMTs, Paramedics and EMS Officers
- 100 Fire Marshals
- 253 Fire Inspectors
- 182 Dispatchers
- 989 Administrative Personnel (mechanics/trades, technologists, professionals, etc.)

**Services Provided to New Yorkers and Visitors Fiscal Year 2003**

- 892,017 Fire Apparatus Responses
- 432,969 Fires, Emergencies, Medical Incidents
- 51,145 Extinguished Fires
- 1,267,340 EMS Unit Responses (runs)
- 1,088,378 Medical Emergencies
- 6,292 Fires Investigated for Potential Arson/Cause and Origin
- 183,403 Fire Code Regulatory Inspections
- 1,834 Fire Safety Events



## **FDNY STRATEGIC PLAN: INTRODUCTION**

### **Background**

The September 11, 2001, terrorist attacks demonstrated the Department's remarkable ability to save lives—more than 25,000 people were rescued that day—and its capacity, despite great adversity, to provide the highest level of fire and emergency protection and pre-hospital medical care for the City of New York. At the same time, the terrorist attacks reshaped expectations about the Department's response to future threats and created an urgency to increase operational preparedness. As part of its recovery and rebuilding efforts, the Department recognized new and increasingly complex challenges and its vastly expanded role in national, regional and local public safety/security efforts.

In early 2002, the FDNY began to address its mission in the post-9/11 world by examining ways to enhance its preparedness for possible future terrorist events. At the Department's request, the international consulting firm, McKinsey & Company, was invited to work closely with Department personnel to develop a comprehensive report on the lessons learned from 9/11 and the opportunities for improving FDNY's preparedness. Published in August 2002, the report, titled *Increasing FDNY's Preparedness*, contains recommendations in several key areas: planning and management capabilities, operational preparedness, communications and technology and family and member support services. The report's recommendations are summarized in Appendix A.

### **Management Enhancement**

During the past year, the Department has undergone several reforms at the most senior levels, aimed at enhancing the Department's management capacity. Most importantly, the Department reinstated the Borough Command structure. This localized management system allows Staff Chiefs to become more familiar with operations and particular issues in their boroughs and it enables them to more effectively implement Department initiatives throughout their Divisions and Battalions. Second, the Department shifted the work chart of Staff Chiefs to a Monday-Friday daytime schedule, allowing these top Chiefs to devote more time to planning and policy matters in conjunction with the Department's civilian administrators. To manage the Department-wide issues, the Department appointed three Staff Chiefs for Planning and Strategy, Logistics and Support, and Staffing and Management.

The Department also has enhanced the civilian managerial structure. For example, the Department created the position of Assistant Commissioner for Family Assistance, in order to have a senior manager focus exclusively on support for members and their families. The Department also has consolidated technology development under the supervision of one Deputy Commissioner.

Taken together, this important restructuring has greatly facilitated the Department's capacity to manage the changes that are needed in the post-9/11 environment.



### **The Planning Oversight Committee Process**

In December 2002, the Department established a senior-level Planning Oversight Committee (POC). The POC is responsible for establishing overall goals and objectives for the Department, allocating resources, overseeing the implementation of the Department's Strategic Plan and evaluating and prioritizing new initiatives. In addition to the Fire Commissioner and Chief of Department, the POC includes the Chief of Fire Operations, Chief of EMS Operations and Deputy Commissioners.

The POC, which began meeting on a monthly basis in January 2003, focused on revising the Department's mission statement to encompass expanded terrorism preparedness responsibilities. The POC also reviewed and adopted a set of six core values that reflect the Department's historic and continuing ethic of professionalism and service.

After this high-level review of the mission statement and core values, the POC began to review and prioritize initiatives currently underway in the Department, plus new initiatives. The POC heard presentations from all bureau heads on their current priority activities and future plans and concluded that the Department's key initiatives fall into six broad goal areas:

- Emergency Response Operations
- Health and Safety of FDNY members
- Management and Organizational Development
- Diversity
- Fire Prevention and Safety Education
- Technology

The POC reviewed the current and planned initiatives in each of these areas and determined, in light of all considerations (including cost and availability of funding), which objectives were of the highest priority for the coming two years. These priority objectives form the body of this Strategic Plan and are described in the next section. The POC envisions that some of these objectives can be accomplished within the next two years, while others may require a multi-year implementation schedule, given the scope and complexity of needed work or, in certain instances, significant fiscal challenges.

A Planning Work Group, consisting of civilian and uniformed managers from Fire Operations, EMS Operations and Intergovernmental Affairs, supports the POC. The major responsibilities of the Planning Work Group are to serve as the Department's steering committee for the strategic planning process, perform as liaison to Department bureau staffs and provide guidance to the POC in executing its duties. The POC monitors progress of these critical objectives and measures performance to ensure that these objectives remain on track for timely completion. The POC also reviews progress on a group of objectives that, while important, are secondary to the key initiatives. New initiatives are reviewed by the POC for acceptance and prioritization.

**FDNY KEY GOALS AND OBJECTIVES 2004-2005**

**F**or each of the six key goal areas, the Strategic Plan maps out the specific objectives for achieving that goal. This section describes why each objective is of the highest priority and what the FDNY will accomplish during the next two years. It is anticipated that the majority of the primary objectives described in detail can be accomplished in 2004-2005.

Under each objective, the “Background” section describes the context and critical need the objective seeks to address. The “Accomplishments” section describes the work already completed to meet the objective. The “Next Steps and Time Frames” section describes the specific work required during the next two years to complete each objective. The “Lead Bureau” section identifies the Department bureau designated to take responsibility for each objective related to the six major goals.



## **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



## **GOAL 2.0 ENHANCE HEALTH AND SAFETY OF FDNY MEMBERS**

*Enhance and expand programs to monitor and improve the health and safety of members.*

### *Overview*

The safety and well being of Fire and EMS first responders has always been a core value of the Department and remains an ongoing commitment. All bureaus, including Health Services, Counseling Services, Safety/Inspection Service Command, Training and Operations, work closely to ensure the safety and well being of members in the performance of their duties.

The Department has made the following significant improvements to protect the safety and health of its members:

- After September 11, 2001, the Department used Federal funding to launch a comprehensive health and mental health outreach, evaluation and treatment program for members affected by the World Trade Center rescue and recovery efforts.
- As part of the national smallpox vaccination initiative, the Department successfully developed and implemented a smallpox education and vaccination program for first responders.
- Bio-Terror Response Teams have been established to ensure an appropriate response to an index (initial) case or outbreak of potential biological events.
- To address specific incidents involving radiation, nerve agents or other toxins, the Department's Office of Medical Affairs (OMA) has stockpiled antidotes and other medications in sufficient quantities to treat all FDNY members and thousands of civilians in secured depots in each of the five boroughs. The Bureau of Health Services (BHS) also has established policies and distribution plans and secured stockpiles of medications, such as ciprofloxin, doxycycline and potassium iodide, to help safeguard the health of members in the event of a radiological or biological incident.
- The Department has provided Firefighters and EMS personnel with access to critical lifesaving equipment. The Department has issued the MSA Millennium Model Air Purified Respirator (APR) to EMS personnel. The APR is intended to be used as an escape mask in the event of an airborne chemical incident.
- In addition to two Major Emergency Response Vehicles, EMS has equipped five Logistical Supply Units to provide medical supplies and support for major incidents.

To build on the Department's health and safety commitments, the Department has identified three objectives.



***Objective 2.1 Develop an improved Firefighter/EMS injury and fatality prevention and investigation program.***

*Background*

The Department is concerned that the recent unprecedented loss of experienced members may lead to an increase in on-the-job injuries. To address this, the Department is taking a proactive approach to prevent and reduce Firefighter and EMS personnel injuries and fatalities. The Safety/Inspection Service Command will continue its review of current procedures to determine adherence to and effectiveness of these protocols.

*Accomplishments*

Every issue of the Department's official training publication, *WNYF* (With New York Firefighters), includes an article about safety. Recent articles have addressed carbon monoxide poisoning, its effects, toxicity and preventive measures, as well as proper operations on fire escapes. The Department provides "Pass-It-On" safety bulletins in a form similar to an After Action Report to highlight problems and dangerous situations experienced by field units, together with recommended actions to prevent injuries. The Safety/Inspection Service Command has incorporated an EMS Safety Message as part of the Department's Intranet. The daily message incorporates lessons learned as a result of previous experiences and fosters a dialogue on issues between supervision and EMTs/Paramedics.

*Next Steps and Time Frames*

- Twenty-five members have been trained to the next level to perform as accident investigators. A new procedure for investigating Firefighter fatalities or serious injuries is under development, to be completed by June 30, 2004. Additional safety training in evaluation and investigative practices will be provided to the Department's Safety Battalion staff by October 1, 2004. The intent is to shorten investigations and expedite recommendations, which will reduce or prevent the recurrence of such fatality or injury.
- By December 15, 2004, FDNY will develop an *Annual Risk Management Plan* to evaluate and quantify risks in the field and recommend interventions that will enhance safety, both in the short and long term.
- The Department will undertake pilot programs to systematically review and evaluate Firefighters' bunker gear and improved Personal Protective Equipment (PPE), including a protective clothing ensemble for skin protection for EMS personnel by December 15, 2005.

*Lead Bureau*

- Safety/Inspection Service Command



***Objective 2.2 Develop an enhanced apparatus vehicle accident prevention and reduction program for both Fire and EMS.***

*Background*

Last year, FDNY fire units were dispatched approximately 892,000 times and 1,268,000 EMS units responded to medical calls Citywide. In light of these extraordinary demands, the Department is refocusing its efforts to improve driver safety through skills assessment and additional training.

*Accomplishments*

The Department's Safety/Inspection Service Command developed an apparatus accident database for use by the Borough Command Staff Chiefs and their Divisions, as well as EMS Operations and their Divisions. This database highlights trends, facilitates a comparison among boroughs and Divisions against aggregated accident data Citywide, identifies specific kinds of accidents and enables Officers to determine units and/or chauffeurs/drivers who experience multiple accidents. Divisions use this important data at quarterly Division Safety Committee conferences and in unit newsletters. In addition, several articles pertaining specifically to apparatus driving issues have been included in *WNYF*. Topics included methods to safely navigate into and across wide intersections and overall safe driving habits for chauffeurs of emergency vehicles.

*Next Steps and Time Frames*

- The Department is analyzing its vehicle accident data to develop prevention strategies and training interventions to reduce accidents. By June 31, 2004, the Safety/Inspection Service Command will pilot a fire apparatus accident reduction program in selected units within a specific Battalion, based on analysis of accident data, to evaluate outcomes over time. Company Officers and Battalion Chiefs, with assistance from the Safety Battalion Chiefs and the Safety Command, will visit units and hold moderator-led discussions focusing on safe driving. A key component of this pilot program will be the involvement of Firefighters in the field, who will actively participate in identifying problems, pinpointing causes and formulating strategies to effectively address these issues. It is anticipated that the program will be expanded Citywide by October 15, 2004. By December 31, 2004, the Bureau of Training will establish a Chauffeur Training Refresher course at the Fire Academy that specifically addresses the technical skills, safe attitudes and defensive driving practices necessary to drive fire apparatus.
- The Safety/Inspection Service Command will apply the lessons learned from the pilot fire apparatus chauffeur program to vehicle operator safety for EMS personnel trained in emergency vehicle operations. By June 30, 2004, a similar pilot program will be developed for the Emergency Vehicle Operations Course (EVOC). This will incorporate technical skills and safe attitudes and defensive driving practices necessary for drivers of ambulances. By August 1, 2004, new Safety Bulletins will be published with a focus on safe driving practices. Additionally, by December 1, 2004, FDNY will address safe driving practices for all drivers of emergency response vehicles Department-wide, including sedans and SUVs, which are operated by Officers and their Aides.



Upon delivery and installation of new driving simulators at the Fire and EMS Training Academies by March 31, 2004, the Department will integrate this training tool into the overall accident prevention and reduction program.

#### *Lead Bureaus*

- Safety/Inspection Service Command
- Training

#### ***Objective 2.3 Develop performance standards to address the training needs of Firefighters, EMTs/Paramedics, Fire and EMS Officers.***

#### *Background*

The loss of 343 members in the World Trade Center attack, together with a surge in retirements, significantly depleted the Department's ranks and resulted in the loss of thousands of years of collective experience. In response, the Department has undertaken its largest recruitment and promotion effort ever. Exactly two years after September 11, 2001, the Department had hired 1867 new Firefighters and began training an additional 304 new recruits in September 2003, for a total of 2171 new Firefighters. These members represent 25 percent of the Department's Firefighters. Department promotions during the same period were equally dramatic. There have been a total of 1363 promotions since 9/11, representing approximately 50 percent of the Department's Officers. During the same period, 1968 Firefighters and Officers retired, representing approximately 18 percent of the entire Department. Together, the Department has experienced a significant reduction in the experience level of both Firefighters and Officers in the field.

#### *Accomplishments*

The Department completed a \$50 million capital construction project at the Fire Academy at Randall's Island and developed a state-of-the-art classroom and tactical training center. The Department also successfully negotiated with the Federal government to permanently transfer its companion training site at Fort Totten, Queens, the location of the Department's EMS Academy, Certified First Responder-Defibrillation (CFR-D) and First Line Supervisors Training Programs.

#### *Next Steps and Time Frames*

- To address the training needs of our members, the Department has developed an innovative approach to enhance the knowledge and skills in the field. With the reinstatement of a team of Field Training Officers by March 31, 2004, the Bureau of Operations and Bureau of Training will establish performance standards and certify competencies in selected areas of expertise for all members. Training curricula will be revised, based on these performance standards to best meet the needs of the Department and its members. The result of this effort is twofold: measurable increases in the knowledge and skills of Firefighters and Officers and enhanced health and safety of members in the field.

#### *Lead Bureaus*

- Fire and EMS Operations
- Training



### **GOAL 3.0 STRENGTHEN MANAGEMENT AND ORGANIZATIONAL DEVELOPMENT**

*Promote organizational effectiveness and develop leadership capabilities.*

#### *Overview*

Beginning in January 2002, the Department conducted a comprehensive review of its management and organizational structure. As a result, the Department modified its organizational structure to strengthen both uniformed and civilian management expertise.

For example, the Department strengthened its overall command structure by increasing the number of Staff Chiefs from 12 to 18, through promotions of key members overseeing Fire and EMS Operations, SOC and Operational Planning and Logistics. In September 2002, the Department also implemented a Borough Command structure within the Bureau of Fire Operations, consisting of an Assistant Chief, a Deputy Assistant Chief and staff functions, to decentralize command and control operations. This restructuring of the most Senior Chiefs has significantly improved the Department's management capacity.

***Objective 3.1 Determine how EMS and Fire Operations' functions can be more efficiently managed to improve overall system performance and service delivery.***

#### *Background*

At the time of the merger of EMS and FDNY in 1996, the New York City Fire Department was the largest fire department in the country. After the merger, it became the largest fire department-based emergency medical service and the primary provider of pre-hospital emergency care in the country.

#### *Accomplishments*

This merger brought about many improvements in pre-hospital medical care during the past few years, including decreased response times and an enhanced quality of care. For example, implementation of the Certified First Responder-Defibrillator (CFR-D) program has helped create a three-tiered emergency response system in New York City. CFR-D is the first and most basic level of training, followed by Basic Life Support (BLS) Emergency Medical Technicians (EMTs) and Advanced Life Support (ALS) Paramedics. The merger has made this tiered response more effective, generating shorter response times and saving the lives of countless New Yorkers every year.

#### *Next Steps and Time Frames*

- In recognition of increased responsibilities related to the merger, the current administration has established an executive task force to evaluate how EMS and Fire Operations can be more efficiently managed. After researching various organizational models nationally, the task force has reviewed the complex management and restructuring issues that the Department has faced since September 11<sup>th</sup>.



The aim of the task force, chaired by the Chief of Department and comprised of Staff Chiefs from EMS and Fire Operations, is to maximize the Department's overall effectiveness in providing pre-hospital care and emergency services. By January 10<sup>th</sup>, an interim report will be submitted to the Fire Commissioner for review and comment.

- By February 1, 2004, a modified CFR-D policy will be implemented to improve and better coordinate response to cardiac arrest assignments.
- By June 1, 2004, the task force is expected to make additional recommendations.

#### *Lead Bureaus*

- Chief of Department
- Fire and EMS Operations

#### ***Objective 3.2 Increase the managerial capabilities and expertise of Fire and EMS personnel by providing enhanced opportunities for advanced leadership development.***

#### *Background*

The Department has sought to strengthen its management and planning capabilities by providing its most senior Fire and EMS Officers with additional training in management principles, knowledge and skills. Through a partnership with the private and academic sectors, the Department established the custom-designed FDNY Officers Management Institute (FOMI). This management-focused training is provided by the Columbia University School of International and Public Affairs and hosted by General Electric's Jack Welch Management Training Center. FOMI is an important training program that continued in Fall 2003, when a second class of Chiefs began attending classes.

To better understand terrorism threats to New York City and the nation, the FDNY is partnering with the United States Military Academy's (USMA) Combating Terrorism Center at West Point to develop a leadership-training program. This program will be given to Battalion Chiefs, Captains, Supervising Fire Marshals and EMS Deputy Chiefs and Captains, as future leaders of the Department. The Combating Terrorism Leadership Program will bring together an elite group of FDNY Officers to attend a series of seminars, taught by military experts in the field of terrorism. This important joint venture will assist FDNY by developing networks with other agencies that deal with homeland security issues and provide a vital link with the military sector and local first responders. Also, the program will offer West Point Cadets internship opportunities at FDNY.

#### *Accomplishments*

Twenty-four Staff Chiefs and EMS Division Chiefs completed the FOMI course in April 2003. The training program met four days each month for a total of four months. A FOMI advisory committee has been established to provide oversight for continuation of the program.



The Department has finalized its plans with the USMA Combating Terrorism Center for the Combating Terrorism Leadership Program. The course started in January 2004 and is comprised of 14 three-hour weekly seminars. Approximately 32 FDNY Officers have been selected through an internal Department application process.

#### *Next Steps and Time Frames*

##### FDNY Officers Management Institute

- The second FOMI class, comprised of 15 Deputy Chiefs and EMS Division Chiefs, began on November 3, 2003. The course has been expanded to meet four days each month for eight months and will conclude June 30, 2004.
- Each participant will complete and present a project to the Commissioner and Chief of Department by June 30, 2004.
- FDNY will obtain private funding to institutionalize FOMI by December 31, 2004.

##### USMA Combating Terrorism Leadership Program

- Conduct the first course of the USMA Combating Terrorism Leadership Program from January through April 30, 2004.
- Participants will complete and present team projects to the Commissioner and Chief of Department by May 31, 2004.
- Develop a comprehensive course evaluation prior to completion of the first 14-week session by May 31, 2004.

#### *Lead Bureaus*

- Fire and EMS Operations
- Intergovernmental Affairs

#### ***Objective 3.3 Provide more comprehensive support services to FDNY families and members.***

#### *Background*

Fire and EMS members face dangers and risks every day in the performance of their duties. The FDNY takes pride in its close-knit culture as it supports its members and their families with sincerity and dignity. Before September 11, 2001, the Department was well-prepared to notify families about members who might be injured, missing or killed while performing their duties and provide counseling services to their families and affected colleagues. However, the World Trade Center attacks made clear that an expanded management approach was needed to effectively respond to a potential large-scale incident.



### *Accomplishments*

To better serve families and members in the event of another incident involving one or a significant number of FDNY casualties, the Department has created a new Family Assistance Unit (FAU), under the direction of an Assistant Commissioner. This Unit is responsible for providing guidance to the families of fallen and injured or seriously ill members and for improving communications with members and their families. To that end, the Unit has developed a Family Information Call Center (FICC) at FDNY Headquarters. The FICC will be activated as needed, at the recommendation of the newly established Support Services Committee, which is comprised of representatives from Fire Operations, EMS Operations, Bureau of Health Services, Counseling Services Unit, FAU, Personnel and the Commissioner's Office.

### *Next Steps and Time Frames*

By March 15, 2004, the FAU will complete the FICC. When needed, the FICC will be activated to perform the following functions:

- Provide a central point of contact for internal and external inquiries following a large-scale event or a smaller incident that injures FDNY members
- Respond to private inquiries from FDNY family members, friends and other individuals related to FDNY personnel
- Provide reliable, accurate, timely information about members
- Provide referrals to peer and family counseling
- Maintain information flow to firehouses, EMS units and families
- Redirect questions from the general public about volunteering and donations
- Redirect questions from the media
- Finalize procedural guidelines and training curricula for assigned FICC staff

### *Lead Bureau*

- Intergovernmental Affairs  
Family Assistance Unit



#### GOAL 4.0 INCREASE DIVERSITY

*Improve significantly the diversity of the uniformed fire service by developing a comprehensive written plan to further enhance recruitment for test administration and review the feasibility of establishing a permanent recruitment unit.*

##### *Overview*

The Department continues to strive to diversify its uniformed work force through the successful recruitment, retention and promotion of minorities and women. FDNY recognizes that community support, including inspiring and recruiting young men and women of all cultural backgrounds, ensures the vitality of the Fire Department and security of New York City.

In furthering this objective, in May 2002, the FDNY assigned a Battalion Chief as Chief of Recruitment and hired a full-time Director of Recruitment and Diversity Initiatives to lead a dedicated Recruitment Unit. The main focus of the Recruitment Unit is to develop new strategies to reach out and educate minority communities about career opportunities in fire and pre-hospital emergency medical services.

The Recruitment Unit worked closely with the FDNY's Community Affairs Unit to develop new strategies and together launched a \$2.7 million formal media campaign. The "Heroes Wanted" advertising messages were posted on firehouses, billboards, bus shelters and transportation stations and broadcast on the radio. FDNY partnered with private companies to develop a recruitment website, which provided information on the Firefighter position, benefits, salary and application process. In addition to the media campaign, FDNY established a \$1.6 million recruitment effort, staffed by 12 Firefighters and members of several fraternal organizations, including the Vulcan Society and the Hispanic Society, to provide an intensive, person-to-person grassroots campaign at job and school fairs and involving churches and non-profit organizations.

The Department also made special efforts to recruit women. A recruitment team that included three female Firefighters worked with the United Women Firefighters Association to target female candidates. A section of the FDNY website, titled "Women in Firefighting," provides more specific information regarding preparation for the written and physical exam and encourages women to become Firefighters. To assist these candidates in preparing for the physical exam, the Unit partnered with a corporate fitness center to provide free-of-charge access to all candidates who passed the written examination to prepare for the physical exam. These facilities donated memberships, services and special training valued at \$4 million. In addition, a special physical preparation program was developed to meet the strength training needs of female candidates.

The Department continues to work with consultants from the private sector, non-profit organizations and academic institutions to assess potential opportunities for engaging minority youth and women for future employment. The main focus of the recruitment initiatives is to inform, educate, mentor and train interested candidates to join the Fire Department or consider the Fire Department as a viable career opportunity.



***Objective 4.1*** *Develop a comprehensive written plan that incorporates the Department's ongoing and new recruitment initiatives to diversify the uniform work force of the FDNY.*

#### *Background*

Since the 1970s, the Department has devoted considerable administrative and other resources to improving diversity in the uniformed work force. The Department recognizes the need to systematically assess the success of its ongoing diversity outreach and recruitment efforts on diversity in both the short and long term. In 2002, the Department enlisted Columbia University's School of International and Public Affairs to assist in the analysis of FDNY's recruitment campaign. This effort entailed examining the complex underlying issues that affect diversity in the uniformed work force. Columbia's graduate students researched the recruitment campaign, the candidacy process and the organizational culture of FDNY.

#### *Accomplishments*

The Columbia University research study included a literature review of diversity in the fire service and incorporated both a qualitative and quantitative approach. The study developed and disseminated survey instruments and used the recruitment tracking system database to analyze and quantify both process and outcomes of the Department's recruitment campaign. Students contacted organizations such as the Vulcan Society, Hispanic Society and the United Women Firefighters Association, reviewed the integration experience of other urban fire departments and interviewed key FDNY Officers and Staff Chiefs. Preliminary findings and recommendations were issued for the Department's review in May 2003.

During the Fall 2003, the Recruitment Unit and Columbia University's School of International and Public Affairs continued to analyze the recent recruitment campaign to obtain a better understanding of the most successful ways to recruit minorities and women. This research project reviews the messages and techniques of the campaign, the demographics of those who passed the written exam and the perceptions that minorities and women have of firefighting as a career. In addition, Columbia University graduate students developed and administered new surveys to better identify and address the underlying issues related to diversifying the Department.

To further its diversity goals, in the Spring 2002, the Department enlisted its Technology and Development staff to provide the Recruitment Unit with a customized computer system with tracking capabilities. The newly developed recruitment tracking system was completed in Summer 2002.

#### *Next Steps and Time Frames*

- The academic research projects will be completed and submitted to the Department for review by January 31, 2004. The Diversity Report--Phase I will be finalized by March 15, 2004.



- Based on this information, by July 1, 2004, the Recruitment and Diversity Unit will create a comprehensive written plan and continue to develop short- and long-term targeted initiatives to enhance the diversity of the FDNY and make it more representative of the population and communities it serves.

#### *Lead Bureau*

- Administration  
Recruitment Unit

***Objective 4.2*** *Develop and expand outreach and mentorship programs to engage minority young adults and women to become interested in firefighting and emergency medical career opportunities.*

#### *Background*

After it was established, the FDNY Fire Cadet Pilot Program demonstrated that outreach and mentoring can enhance minority and female representation within the Department. The Cadet Program was designed specifically for college students and required a minimum one-year commitment from each Cadet. The purpose of the pilot program was to: 1) prepare each Cadet for a challenging career as an FDNY Firefighter or EMT; 2) encourage Cadets to take a promotional exam to Firefighter; and 3) provide mentoring and support to a diverse group of students as they pursued careers in the fire and emergency services. Upon graduation from the Cadet Program and after receiving state certification, participants were offered full-time employment as EMTs in the Bureau of EMS, while continuing to attend college and train for the open-competitive/promotional Firefighter test.

One of the most important components of the Cadet Program was the focus on mentoring. The Cadet Program provided role models to educate, motivate, support, assist and inspire students. Cadets interacted with Firefighters and EMTs and were encouraged, counseled and supported to pursue a fire or emergency medical service career. Given the current fiscal realities and changes in promotional procedures, the FDNY in Spring 2002 decided that it no longer could provide the necessary financial and administrative support to continue the Cadet Program. However, the success of the outreach and mentoring approach will be replicated as the Department initiates new and expanded outreach and recruitment programs.

#### *Accomplishments*

Since 2000, 208 youths who participated in the Cadet Program became Fire Department EMTs. Of these 208 individuals, 70 have been promoted to Firefighters. Lessons learned from the success of the Fire Cadet Pilot Program will be incorporated into new and expanded outreach programs, including the Fire and Emergency Services Exploring Program. The Exploring Program is part of the Greater New York Council's Exploring Program, which is part of the Boy Scouts of America.

In Fall 2003, the recruitment tracking database was modified to assist the Department to continue to track and monitor new recruitment projects such as the Exploring Program, measure outcomes, provide statistical reports to FDNY management and support the ongoing Columbia University diversity research study.

*Next Steps and Time Frames*

- FDNY is expanding its commitment to mentorship programs through the Exploring Program, which is a career education program for young men and women, 14 to 20 years of age. The Exploring Program will introduce high-school-age youngsters to, and begin to prepare them for, Fire Department careers by teaching them skills and responsibility and providing information on fire safety and educational requirements to become EMTs, Paramedics and Firefighters. The FDNY's Director of Recruitment and the Executive Post Advisor for the FDNY Exploring Program are revamping and expanding the program. Currently, one Firefighter serves as Executive Fire and Emergency Services Post Advisor for the FDNY Exploring Program. Several additional Firefighters and EMTs will be identified to volunteer as Post Advisors and posts will be created in Brooklyn and the Bronx. The Exploring Program will be expanded by March 31, 2004.
- By June 30, 2004, the Recruitment Unit also will incorporate methods used during the last recruitment campaign to further develop mentoring programs to enlist and retain interested female candidates. To encourage women to consider firefighting as a career option, the Recruitment Unit will continue its collaboration with the United Women Firefighters Association and private sector and non-profit organizations to engage female candidates and increase awareness of professional opportunities for them in the Department.
- During the next two years, the Department will employ the recruitment tracking system database to follow up on candidates who had applied for, taken and passed the written and physical Firefighter examinations. The system tracks applicants so that the Unit can offer ongoing information and support to them while they await civil service appointment to mitigate potential attrition.
- In addition, to help build awareness of potential career opportunities within the Department, the Unit will continue to work with non-profit and religious organizations to: 1) educate, recruit and train interested candidates; 2) provide outreach efforts at junior high and high schools, colleges and job fairs; and 3) collaborate with other FDNY Units that provide outreach to diverse communities on various public safety issues.

*Lead Bureau*

- Administration  
Recruitment Unit

**GOAL 5.0 IMPROVE FIRE PREVENTION AND FIRE SAFETY EDUCATION**

*Enhance and develop additional fire prevention and educational programs that reach out to local communities to make them stronger and safer.*

*Overview*

Fire prevention and public safety education are essential elements of the Department's mission. The Bureau of Fire Prevention ensures fire protection of residential and commercial occupancies Citywide through direct inspections of locations and enforcement of local laws and regulations. The Bureau also monitors conditions at hazardous locations and oversees certification of individuals in regulated activities. Fire Prevention supports the Department's Bureau of Operations through the exchange of essential information on locations, buildings and special events. While Fire Prevention resources have remained strong despite current budgetary constraints, during the past two years, the Department's fire safety education staff has been reduced. In response, the Department has developed private and public partnerships to sustain and broaden its fire safety education programs, while seeking to increase staffing through grants.

***Objective 5.1 Develop new safety requirements and evacuation plan procedures for commercial high-rise buildings.***

*Background*

The events of 9/11 focused attention on the need for high-rise safety and the need to provide greater life and property protection in high-rise buildings. Because of their height and occupancy, high-rises present an unusual challenge to the Fire Department, building employees and occupants for both fire and non-fire-related emergencies. The current New York City Fire Code more than adequately protects citizens and New York City high-rise office buildings have an enviable fire safety record. While the current practice of fire-floor and floor-above evacuation for fires in high-rise office buildings remains the best option in those situations, these procedures must be re-evaluated in the context of other potential emergencies.

*Accomplishments*

After September 11, 2001, the Mayor directed the Department of Buildings to establish a Task Force to examine the World Trade Center disaster and current Building Code provisions as they relate to high-rise buildings. FDNY representatives from the Bureaus of Fire Prevention and Fire Operations participated. In Summer 2003, the Task Force developed a series of recommendations to enhance safety in commercial high-rise buildings. One recommendation called for the City to enact a law requiring an emergency evacuation plan, in addition to a fire safety plan, for non-fire emergencies. The Department drafted a high-rise building emergency action plan that details proposed requirements and guidelines.

*Next Steps and Time Frames*

- By January 1, 2004, the Department's Bureau of Legal Affairs will introduce legislation as part of the legislative package implementing the recommendations of the World Trade Center Building Code Task Force. The legislation would give the Fire Commissioner the authority to require emergency action plans for commercial high-rise buildings.
- By May 1, 2004, Department Staff Chiefs will review the draft high-rise building emergency action plan and submit the document to the Bureau of Legal Affairs for review. By June 1, 2004, the revised document will be forwarded to the Fire Commissioner for approval.
- By January 1, 2005, subject to enactment of the legislation, the Department will propose a new rule and establish a mechanism within FDNY to review evacuation plans submitted in compliance with the new rule and create an oversight mechanism for drills, record-keeping and monitoring.
- By March 31, 2005, the proposed rule containing the new requirements and providing a timetable for compliance should be adopted.
- By June 30, 2005, FDNY will evaluate the need to develop new legislation affecting residential high-rise buildings, as well as other occupancies.

*Lead Bureaus*

- Fire Prevention
- Legal Affairs

***Objective 5.2 Integrate fire prevention and fire safety education projects to ensure that educational messages reach communities most at risk.****Background*

Several FDNY bureaus provide essential fire prevention and safety education to children, families, senior citizens, disabled individuals and the non-English-speaking public. The Department will improve coordination among bureaus and provide creative approaches to bring the message of fire safety to communities throughout the City. Through the Department's "Operation Sidewalk" initiative, local Fire Companies will continue to provide fire safety education materials at schools, senior centers, festivals, health fairs and other community events. This program enhances and expands the local Fire Companies' fire safety role in the communities they serve.

The Department is intensifying its work with the FDNY Fire Safety Education Fund (FSEF). FSEF played a key role in developing the Fire Zone, the FDNY's showcase public safety center in Rockefeller Center. Working together, the Department and the FSEF recently developed and funded the "Fire Zone on the Road" program, which makes the Fire Zone's safety and education lessons more accessible to communities and schools.



### *Accomplishments*

Since September 11, 2001, requests for educational materials and for FDNY participation at community events and special events have increased dramatically. In that time, the Department has sponsored 4244 fire safety education events. However, without an increase in staffing and resources, FDNY cannot keep pace with the demand.

Since November 2003, the “Fire Zone on the Road” program has provided outreach to targeted communities through educational campaigns, increasing school and community presentations and providing a wider distribution of fire safety and public health information and literature throughout the City and on the Internet.

### *Next Steps and Time Frames*

- To ensure that the Department meets the increasing demand, FDNY will further integrate and coordinate Fire Prevention, Fire Safety and Fire and EMS Operations. By May 15, 2004, the Department will assess its fire prevention, inspections, fire safety and public health activities to maximize the effectiveness of the FDNY’s manpower and resources devoted to public education.
- By June 1, 2004, the Department will strengthen relationships between local firehouses and communities they serve. This will be accomplished by fostering the role of the local firehouse as a community resource that promotes fire-safety practices and education at home, at school and in the business community.
- By assessing fire fatalities and injuries, the Department will identify high-fire-risk neighborhoods. By September 1, 2004, at least one community in each borough will be chosen for a pilot program.
- By May 1, 2004, the Department will evaluate the effectiveness of the “Fire Zone on the Road” program.

### *Lead Bureaus*

- Fire Prevention
- Training



## GOAL 6.0 ADVANCE TECHNOLOGY

### *Advance the technological capabilities of the Department.*

#### *Overview*

The Department has taken important steps to upgrade systems and plan for future communication and technology needs. To streamline the process, the Department has established a Technology Oversight Committee, comprised of senior representatives from Fire Operations, EMS Operations, Technology, Communications and Administration. The Committee is responsible for leading the development of the Department's Technology Plan and ensuring that all specific technology projects included in the plan support the operational requirements of the Department.

FDNY also has identified the need to enlist external communications and technology experts who will be responsible for reviewing our current communications systems and assisting the Department in drafting specifications that will incorporate FDNY's evolving needs. Throughout the implementation of specific initiatives, the Committee will provide periodic updates describing technology milestones achieved, the progress of ongoing initiatives and any specific obstacles that need resolution to the Planning Oversight Committee.

Simultaneously, the Department has addressed urgent needs in communications and technology, infrastructure, processes and protocols. Specifically, the Department successfully tested and deployed new handie-talkie radios to the field in February 2003. The new radios have several features that provide significant advantages compared to the previous model. The Department's radios now support a larger number of channels and use the UHF band, which allows for greater penetration in buildings and allows for interoperability among Fire and EMS and other emergency service agencies, including the NYPD. To provide a mobile communication system for the handie-talkies in high-rise buildings, a system was developed that consists of the handie-talkies, high-powered post radios, Battalion car repeaters and emergency transmission channels. Taken together, these enhanced features measurably improve the communications capability of the Department.

Additionally, interoperable radio communication is now possible through the installation of new equipment (TRP-1000) in the Department's Field Communications vehicle. Draft protocols outlining interoperability procedures have been developed so that the Incident Commander can communicate with other agencies.

Other than technological advances, the Department needs a method to receive and disseminate critical information about an emergency incident. The Department developed protocols with the NYPD for placing an FDNY Chief Officer in a police helicopter to help manage large-scale or complex incidents.

Specifically, the Department has identified the following objectives:



***Objective 6.1 Complete upgrade of Fire Department Operations Command Center.***

*Background*

The Fire Department Operations Center (FDOC) serves as the critical point of contact in the Department for other City, State and Federal agencies. It also keeps senior staff apprised of fire and EMS emergencies Citywide. The management structure of the FDOC must be fully integrated into the Incident Command System protocols, which will govern any large-scale or long-duration incident. FDOC personnel are assigned specific roles, such as planning and logistics, and are given the proper facilities and equipment to carry out these responsibilities.

*Accomplishments*

During the past year, the Department has improved the FDOC's capacities by upgrading telecommunications and procedures to better prepare for routine operations and large-scale incidents. Predetermined activation levels have been established to address various kinds of incidents depending upon their size and complexity. These activation levels require the senior Staff Chiefs to respond quickly to the Operations Center located at MetroTech Headquarters. The senior Staff Chiefs have the ability to provide Citywide command and control, as well as operational planning for the entire Department during both routine and major incidents. The ability to access NYPD video transmissions and Department of Transportation digital photographs has been established.

In Spring 2003, the Department released a solicitation for a communications consultant. Through the Technology Oversight Committee's review process, a consultant was selected to: 1) further identify and evaluate current and future needs; 2) develop specifications to obtain equipment and vendors; and 3) forecast funding requirements.

*Next Steps and Time Frames*

- The Department will continue to pursue and obtain grant funding for the re-design and construction of the enhanced FDOC by January 31, 2004.
- By April 1, 2004, the Department's communications consultant will provide an analysis of current and future communication technology needs and make recommendations to ensure state-of-the-art functionality.
- By January 1, 2005, the Department plans to expand the FDOC into a fully functional operations center with upgraded infrastructure and additional state-of-the-art communications capabilities. Specifically, the FDOC's capabilities will be enhanced to enable the center to serve as an off-site command post. Among other features sought for the center are video teleconferencing, on-scene live video using footage from media helicopters, wireless command board data and enhanced Geographic Information Systems (GIS) to provide an increased situational awareness capacity.



- As the FDOC is further developed, by March 15, 2004, FDNY will review the relevant recommendations in the Mayor's Office report, "Enhancing New York City's Emergency Response Preparedness," as it pertains to the regional blackout of August 14-15, 2003.

The Department plans to implement the following at the upgraded FDOC:

- Establish the Department's operational priorities during resource-taxing events in the City or region
- Monitor all incidents in the City in real time to determine current and possible resource requirements
- Monitor Citywide coverage, analyze the Department's resource availability and manage its resources, including the initiation of recall(s) of members and mutual-aid requirements
- Serve as a single point of contact for other agencies to coordinate activities on a Citywide or regional basis
- Compile and analyze information on specific incidents and relevant conditions throughout the City and disseminate this information to appropriate partners
- Support the command and control of any major incident in the City
- Serve as a regional command post if multiple, large-scale incidents are taking place in the City
- Serve as the information backbone for ICS support functions
- Provide all assigned staff with ICS training

#### *Lead Bureau*

- Technology and Development
- Operations

#### ***Objective 6.2 Develop electronic wireless command post boards.***

#### *Background*

Large-scale incidents of the kind potentially confronting the Department require the management of large amounts of information regarding the deployment of personnel and equipment. In light of the loss of the command posts at the World Trade Center on September 11, 2001, the need to safeguard critical information and manage resources recorded at the command post board is essential. With electronic command boards, the Department can replicate and store current deployment information at all times. Portable, PC-based electronic command post boards have much greater functionality than existing magnetic command boards. These boards can help the Incident Commander with Firefighter tracking, communications and tactical coordination tasks. PC-based boards can store and display maps and building plans. This enables a Chief to review structural and other characteristics of buildings and zoom in on specific floors or building areas. They also can be used to store detailed hazards lists and FDNY procedures. This critical information must be captured using modern technology so that information can be disseminated quickly and simultaneously backed up remotely in case of another major catastrophe.



### *Accomplishments*

Prototype electronic command post boards have been researched and the Technology Oversight Committee is coordinating the development of a Request for Proposals for an electronic command post board. In addition, the Committee is researching command boards that include a Firefighter accountability system, which would help determine who is on the scene and locate all members.

### *Next Steps and Time Frames*

- Phase I--By December 15, 2004, electronic wireless command post boards, using personal computers that can graphically display the locations of unit deployments, will improve on-scene incident management. The boards will use wireless technology, whereby key data will be backed up by the FDOC in the event of the loss of an on-site electronic wireless command post board.
- Phase II--By December 31, 2005, the electronic wireless command post boards will have mapping capabilities, retrieve site-specific historical and hazard data from Department databases, provide digital photography and video of the scene and automate tracking of unit locations. Through the use of radio identification signals and computerization of riding lists, these boards will enable the Incident Commander to reference this information.

### *Lead Bureau*

- Technology and Development
- Operations

### ***Objective 6.3 Obtain a computerized unit deployment and tracking model program for Fire and EMS resources.***

#### *Background*

Given increased demands on deployment of both Fire and EMS resources, the Department needs to improve efficiencies and productivity through the use of new technologies. The Department's current unit deployment and tracking model for Fire resources can predict response times, but cannot be used to analyze or improve deployment in real time. It also lacks an interface with EMS, which currently operates without a computer model. The ability to use a deployment and tracking model that includes EMS in real time is critical for modernizing the Department's planning and response capacity.

### *Accomplishments*

The Department has researched various deployment and tracking models and is working with vendors to develop pilot programs using Department data to determine short- and long-term benefits and costs.



#### *Next Steps and Time Frames*

- By March 15, 2005, the Department will seek and obtain grant funds to purchase a state-of-the-art, computerized unit tracking and deployment model that will use dispatch data to optimize response to and coverage of routine operations and large-scale incidents. Integrating computer analytical capabilities, which reflect real-time response data and identify available specialized manpower and apparatus resources, will greatly improve the safety of both emergency responders and the public.

#### *Lead Bureau*

- Management Analysis and Planning

#### ***Objective 6.4 Implement a second EMS Citywide channel.***

#### *Background*

In recognition of the communication difficulties EMS experienced on September 11, 2001, the Department has studied EMS radio communications and will establish a second EMS Citywide radio channel to deal with large incidents. This will allow a dedicated channel to handle a large-scale incident, while permitting other existing channels to handle day-to-day communications.

#### *Accomplishments*

FDNY has received cost estimates for the equipment needed to implement a second EMS Citywide channel. The Department also has received cost estimates for necessary facilities upgrades to handle the new equipment. The Department's technical staff has visited 28 of the 30 sites.

#### *Next Steps and Time Frames*

- By June 31, 2004, the Department will modify current procedures, protocols and staffing needs regarding the second channel.
- By July 15, 2004, a second EMS Citywide channel will be operational to support EMS radio channel deployment in the event of another multiple-casualty incident.
- To improve direct communications between on-scene Engine Companies at a CFR-D call with EMS, by April 15, 2004, a pilot program will be implemented in three Battalions to study and test an additional communications channel.

#### *Lead Bureaus*

- Technology and Development
- Communications

**APPENDICES****Appendix A*****McKinsey & Company Report Recommendations*****I. INCREASE OPERATIONAL PREPAREDNESS**

- 1) *Expand use of the Incident Command System.*
- 2) *Further develop the Fire Department Operations Center (FDOC).*
- 3) *Create Incident Management Teams.*
- 4) *Deploy a flexible recall procedure.*
- 5) *Seek formal mutual-aid agreements for fire operations.*
- 6) *Modify and enforce fire staging protocols.*
- 7) *Expand haz-mat capabilities and re-evaluate other Special Operations capabilities.*

**II. IMPROVE PLANNING AND MANAGEMENT**

- 1) *Enhance the Department's planning and management processes.*
- 2) *Expand and reorganize the Operational Planning Unit.*

**III. IMPROVE COMMUNICATIONS AND TECHNOLOGY CAPABILITIES**

- 1) *Revamp the communications and technology management process.*
- 2) *Immediately address urgent needs:*
  - 2.1: *Improve communications capabilities.*
  - 2.2: *Improve the Department's ability to receive and disseminate critical information about incidents.*
  - 2.3: *Give Chief Officers at incident scenes better ways to manage information and track personnel.*
  - 2.4: *Improve EMS' ability to track patients during incidents.*

**IV. ENHANCE THE SYSTEM TO PROVIDE FAMILY AND MEMBER SUPPORT SERVICES**



## **Appendix B**

### *FDNY Planning Oversight Committee*

Fire Commissioner  
Deputy Fire Commissioner for Intergovernmental Affairs  
Deputy Fire Commissioner for Public Information  
Deputy Fire Commissioner for Legal Affairs  
Deputy Fire Commissioner for Support Services  
Deputy Fire Commissioner for Administration  
Assistant Commissioner for Budget and Finance

Chief of Department  
Chief of Operations (Fire)  
Chief of Operations (EMS)  
Assistant Chief of Operations  
Chief of Planning and Strategy

Director of Strategic Planning  
Director of Management Analysis and Planning





**Appendix C**

**FDNY Strategic Plan**  
*Primary Objectives*



<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>1.0 IMPROVE EMERGENCY RESPONSE OPERATIONS</b></p>  	<p>1.1 Continue the integration of the Incident Command System (ICS) and the Department's Incident Management Teams</p>	<p>To deploy specialized personnel thoroughly trained in ICS principles and functions</p>	<p>Fire Operations EMS Operations</p>
	<p>1.2 Further develop and automate the Department's comprehensive recall program</p>	<p>Efficiently mobilize all or part of FDNY Firefighters and EMS personnel to respond to a large-scale emergency</p>	<p>Fire Operations EMS Operations Communications</p>
	<p>1.3 Enhance the Department's mutual-aid program</p>	<p>Increase the resource pool available through mutual-aid agreements to mobilize a significant amount of resources in a short time</p>	<p>Fire Operations EMS Operations Legal Affairs</p>
	<p>1.4 Enhance capabilities of Special Operations Command</p>	<p>Ensure FDNY can respond to CBRNE terrorist acts or natural disasters</p>	<p>Fire Operations Special Operations Command</p>
	<p>1.5 Increase Marine capabilities</p>	<p>Ensure adequate FDNY Marine Division response</p>	<p>Fire Operations SOC Marine Division</p>
	<p>1.6 Enhance preparedness planning</p>	<p>Ensure FDNY preparedness by developing Emergency Response Plans for WMD; design and conduct tabletops and exercises; conduct site-specific vulnerability risk assessments</p>	<p>Fire Operations Planning and Strategy Unit</p>



<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<b>2.0</b> <b>ENHANCE HEALTH AND SAFETY OF FDNY MEMBERS</b> 	2.1 Develop an improved Firefighter/EMS injury and fatality prevention and investigation program	Ensure safety of Fire/EMS staff	Safety/Inspection Service Command
	2.2 Develop an enhanced apparatus vehicle accident prevention and reduction program for both Fire and EMS	Ensure safety of Fire/EMS staff and the public	Safety/Inspection Service Command Training
	2.3 Develop performance standards to address the training needs of Firefighters, EMTs/Paramedics, Fire and EMS Officers	Ensure safety of FDNY members by enhancing the knowledge and skills in the field and certifying competencies	Fire Operations EMS Operations Training

<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<b>3.0</b> <b>STRENGTHEN MANAGEMENT AND ORGANIZATIONAL DEVELOPMENT</b> 	3.1 Determine how EMS and Fire Operations' functions can be more efficiently managed to improve overall system performance and service delivery	Further enhance the delivery of public services by FDNY emergency responders	Chief of Department Fire Operations EMS Operations
	3.2 Increase the managerial capabilities and expertise of Fire and EMS personnel by providing enhanced opportunities for advanced leadership development	Strengthen management and planning capabilities by additional training in management principles and knowledge to understand and combat terrorism	Fire Operations EMS Operations Intergovernmental Affairs
	3.3 Provide more comprehensive support services to FDNY families and members	Ensure FDNY is well prepared to care for and support its members and their families	Intergovernmental Affairs Family Assistance Unit



<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>4.0 INCREASE DIVERSITY</b></p> 	<p>4.1 Develop a comprehensive written plan that incorporates the Department's ongoing and new recruitment initiatives to diversify the uniformed work force of the FDNY</p>	<p>Ensure FDNY represents the communities served</p>	<p>Administration Recruitment Unit</p>
	<p>4.2 Develop and expand outreach and mentorship programs to engage minority young adults and women to become interested in firefighting and emergency medical service career opportunities</p>	<p>Enhance community relations with minorities and non-profit organizations to diversify the uniformed work force</p>	<p>Administration Recruitment Unit</p>

<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>5.0 IMPROVE FIRE PREVENTION AND FIRE SAFETY EDUCATION</b></p> 	<p>5.1 Develop new safety requirements and evacuation plan procedures for commercial high-rise buildings</p>	<p>Ensure the public's and members' safety by requiring a planned and organized response in the event of non-fire emergencies in high-rise buildings</p>	<p>Fire Prevention Legal Affairs</p>
	<p>5.2 Integrate fire prevention and fire safety education projects to ensure that educational messages reach communities most at risk</p>	<p>Make the public and FDNY members safer</p>	<p>Fire Prevention Training</p>



<b>GOAL</b>	<b>PRIMARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>6.0 ADVANCE TECHNOLOGY</b></p> 	<p>6.1 Complete upgrade of Fire Department Operations Command Center (FDOC)</p>	<p>Transform the FDOC into a multi-functional emergency operations center</p>	<p>Technology and Development Operations</p>
	<p>6.2 Develop electronic wireless command post boards</p>	<p>Portable PC-based electronic command boards will assist the FDNY Incident Commander with Firefighter tracking, communications and tactical coordination tasks</p>	<p>Technology and Development Operations</p>
	<p>6.3 Obtain a computerized unit deployment and tracking model program for Fire and EMS resources</p>	<p>Improve FDNY efficiencies and productivity through the use of new technologies that assist with deployment</p>	<p>Management Analysis and Planning</p>
	<p>6.4 Implement a second EMS Citywide channel</p>	<p>To support EMS radio channel deployment in the event of another potential Multiple-Casualty Incident (MCI)</p>	<p>Technology and Development Communications</p>



**Appendix D**

# **FDNY Strategic Plan**

*Secondary Objectives*



<b>GOAL</b>	<b>SECONDARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>1.0 IMPROVE EMERGENCY RESPONSE OPERATIONS</b></p> 	<p>S 1.1 Implement a refresher training program for Fire and EMS Dispatch Operations</p>	<p>Improve staff dispatcher skills using new computer software programs</p>	<p>Communications</p>
	<p>S 1.2 Continue specialized and advanced training in intelligence capabilities to improve terrorism preparedness</p>	<p>Enhance FDNY's intelligence capabilities</p>	<p>Fire Investigation</p>

<b>GOAL</b>	<b>SECONDARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>2.0 ENHANCE HEALTH AND SAFETY OF FDNY MEMBERS</b></p> 	<p>S 2.1 Obtain new Personal Protective Equipment (PPE) for EMS personnel</p>	<p>Ensure safety of EMS staff through purchase of an improved protective clothing ensemble for skin protection and respirators</p>	<p>EMS Operations</p>
	<p>S 2.2 Provide additional security through target hardening (surveillance and barriers) of FDNY facilities and purchase tamper-resistant employee ID cards</p>	<p>Ensure safety of FDNY members and property at Headquarters, communications offices, training academies and fleet locations</p>	<p>Fire Investigation</p>



<b>GOAL</b>	<b>SECONDARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>3.0 STRENGTHEN MANAGEMENT AND ORGANIZATIONAL DEVELOPMENT</b></p> 	<p>S 3.1 Develop a Department-wide communication strategy through restructuring, adding personnel and utilizing new technologies</p>	<p>Effectively disseminate information to members in the field, Headquarters, EMS personnel and civilian staff, in addition to the public</p>	<p>Public Information</p>
	<p>S 3.2 Ensure that each Bureau has access to reliable data and reports pertaining to its operations on a timely basis</p>	<p>Ensure data integrity and accessibility to facilitate a Department-wide effort of data sharing</p>	<p>Technology and Development Management Analysis and Planning</p>
	<p>S 3.3 Design and administer a new initiatives employee suggestion program</p>	<p>Solicit new and innovative ideas from uniformed members and civilian staff to improve service delivery through new tools and new methods</p>	<p>Management Analysis and Planning</p>

<b>GOAL</b>	<b>SECONDARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>4.0 INCREASE DIVERSITY</b></p>	<p>S 4.1 Develop Phase II of the FDNY Diversity Report</p>	<p>Advance the diversity goals of the Department</p>	<p>Administration Recruitment Unit</p>

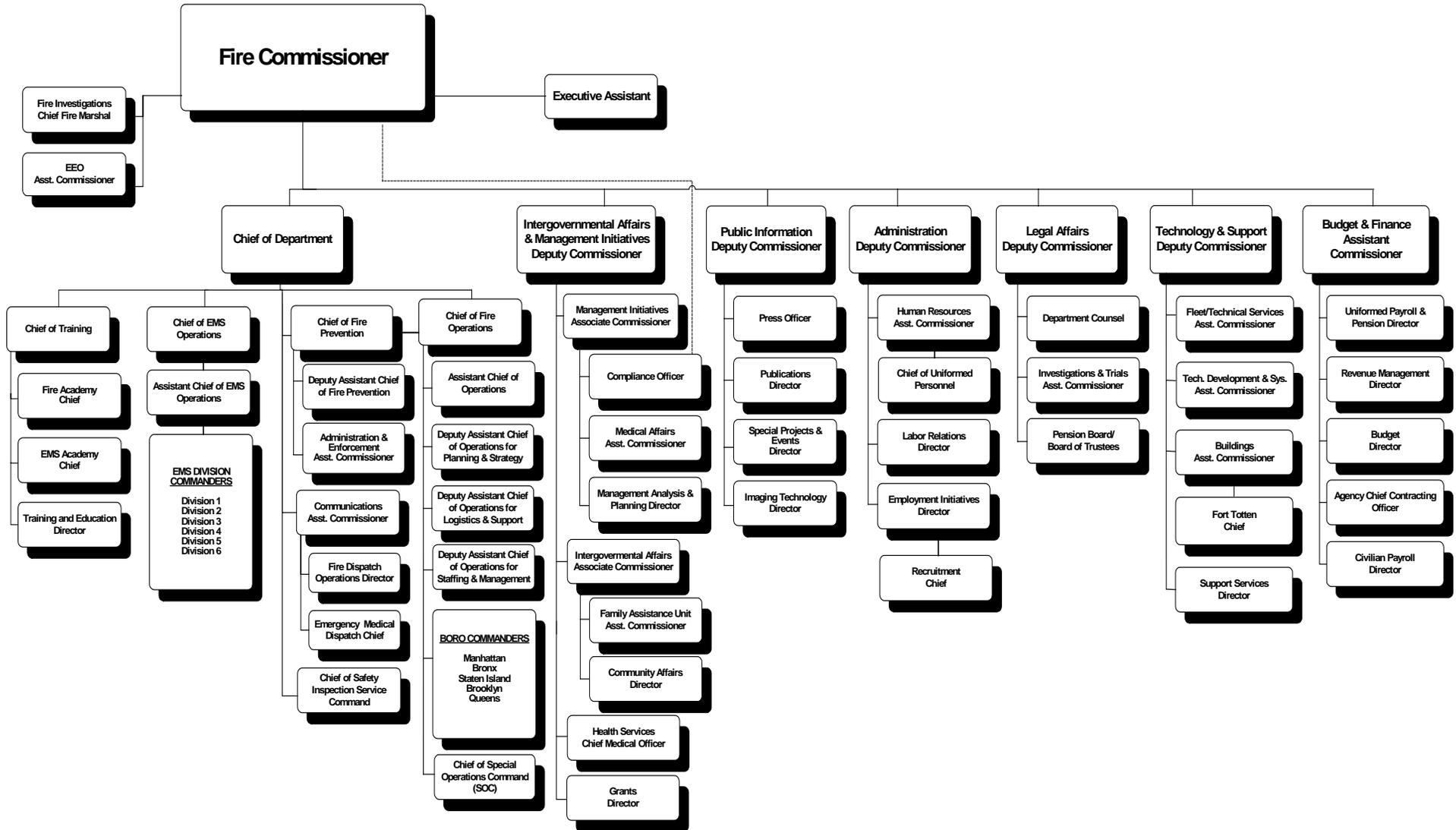
<b>GOAL</b>	<b>SECONDARY OBJECTIVES</b>	<b>BENEFITS</b>	<b>LEAD BUREAUS</b>
<p><b>5.0 IMPROVE FIRE PREVENTION AND FIRE SAFETY EDUCATION</b></p>	<p>S 5.1 Establish an Account Analysis Unit, a Plan Review Unit and a Customer Service Unit in the Bureau of Fire Prevention</p>	<p>Improve efficiencies in handling public and private sector safety and code issues</p>	<p>Fire Prevention</p>



GOAL	SECONDARY OBJECTIVES	BENEFITS	LEAD BUREAUS
<p><b>6.0 ADVANCE TECHNOLOGY</b></p>  	<p>S 6.1 Install broadband access in Fire Operations Borough Commands to enhance access to the Department's Intranet</p>	<p>Upgrade technology equipment and connectivity with Headquarters to improve efficiency of communications</p>	<p>Technology and Development</p>
	<p>S 6.2 Provide Dispatch Operations Intranet capabilities for easy access to Department databases, protocols, procedures and inventories</p>	<p>Upgrade technology equipment and connectivity with Headquarters to improve efficiency of communications</p>	<p>Technology and Development</p>
	<p>S 6.3 Develop a Mobile Command Vehicle</p>	<p>Improve on-scene command and communications using state-of-the-art technology</p>	<p>Technology and Development Operations</p>
	<p>S 6.4 Automate a new Ambulance Call Report (ACR) form, along with the installation of a scanning system in each EMS Battalion</p>	<p>Improve productivity and efficiencies by automating the ACR</p>	<p>Technology and Development EMS Operations</p>
	<p>S 6.5 Develop an electronic patient-tracking device and system to provide patient tracking/triage at unusual and/or multiple-casualty incidents</p>	<p>Improve coordination among EMS, other first responders and hospital personnel to identify patients, perform triage and provide transportation</p>	<p>Technology and Development EMS Operations</p>
	<p>S 6.6 Develop and implement an automated medical leave reporting system through the use of an interactive voice response system</p>	<p>Improve efficiencies through new technologies, such as voice-activated software, to accept sick calls from field personnel</p>	<p>Technology and Development</p>



NEW YORK CITY FIRE DEPARTMENT





**STRATEGIC PLANNING WORK GROUP**

**Chair**

Joseph W. Pfeifer, Chief of Planning and Strategy  
Planning and Strategy Unit, Bureau of Operations

**Co-Chair**

Daniel Shacknai, Deputy Fire Commissioner  
Intergovernmental Affairs and Management Initiatives

Meta B. Ribowsky, M.P.H., Director of Strategic Planning  
Planning and Strategy Unit, Bureau of Operations

Edward S. Kilduff, Deputy Assistant Chief  
Brooklyn Borough Command, Bureau of Operations

Patrick M. McNally, Deputy Assistant Chief  
Queens Borough Command, Bureau of Operations

John P. Peruggia, Deputy Assistant Chief of EMS  
Planning and Strategy Unit, Bureau of Operations

Michael Vecchi, Associate Commissioner for Management Initiatives  
Intergovernmental Affairs and Management Initiatives

Andrea Allocca, Director  
Bureau of Management Analysis and Planning

**PUBLICATION**

Francis X. Gribbon, Deputy Fire Commissioner  
Office of Public Information

Stephen Paul Antonelli, Director of Publications

Janet Kimmerly, Editor

**ACKNOWLEDGEMENTS**

Lieutenant Sean S. Newman, Planning and Strategy  
Document Control Unit, Planning and Strategy  
The FDNY Photo/Audio-Visual Unit  
The Reproduction Unit