

**INTEGRATION OF THE INCIDENT MANAGEMENT SYSTEM
BETWEEN THE POLICE AND FIRE DEPARTMENTS OF THE
CITY OF GOODYEAR, ARIZONA**

EXECUTIVE DEVELOPMENT

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ABSTRACT

The Incident Command System (ICS), in one form or another, has proven to be effective at handling fire service related emergencies for almost 30 years. However, as much as the fire service has gained from this, incident management concepts typically have not been accepted or practiced by law enforcement agencies.

Incidents where the Goodyear Fire Department's responsibilities overlap with those of the Goodyear Police Department have proven to be interesting. Although safe outcomes have generally been realized, efficiency and effectiveness are noticeably lacking. This reality has been acknowledged by officers and firefighters working together at the same incident. It is also evident by the duplication of efforts, the obscured authority, and the lack of a shared overall plan of action communicated between both agencies.

The purpose of this research was to identify ways in which to integrate joint incident management procedures into the Police and Fire departments in the City of Goodyear. This was accomplished through action research designed to answer the following questions:

1. Are the perceptions of the use of incident command systems the same for law enforcement and the fire service?
2. What are some of the methods that have been employed by other public safety agencies?
3. What will it take to successfully implement standard, multi-disciplined incident management procedures that are adopted and practiced by the Goodyear Police and Fire departments?

The literature review found examples of integrated incident command systems that have been accepted, adopted, and practiced by a few cities, counties and states nationwide. It also found that this multi-disciplined approach to managing emergencies has been successful for those jurisdictions that have been tested by incidents of a disastrous nature.

A survey was sent out to help understand the police and fire department's perceptions in the use of incident command systems. The findings of this survey seemed to reveal a broad variation in their opinions of the use of incident management.

The recommendations of the study were to: 1) convince the police department of the importance of this issue; 2) develop goals and objectives to support the implementation of an IEMS between the police and fire departments and to incorporate these into the fire department's Strategic Improvement Plan; and 3) to establish a task team made up of personnel from both the fire and police departments that is tasked with these goals and objectives.

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INTRODUCTION

The fire service in this country has been very successful in applying ICS principles to the handling of emergencies. Scene safety, efficient coordination of resources, and communications are the strong points of this system when it is utilized effectively. Unfortunately, this country's other public safety service, the law enforcement agencies, have been slow to accept the concepts of ICS. The City of Goodyear Police Department is no exception to this.

When there is an emergency in the City of Goodyear of a nature that requires the joint actions of police and fire personnel, such as vehicle accidents, structure fires, or hazardous materials incidents, the strengths of the ICS become deficiencies. This is due to the inconsistent policies and procedures that the Goodyear Fire Department and the Goodyear Police Department use for command and control of emergency incidents.

This intent of this research was to identify ways in which to integrate incident management procedures into the police and fire departments in the City of Goodyear.

This study used action research intended to answer the following questions:

1. Are the perceptions of the use of incident command systems the same for law enforcement and the fire service?
2. What are some of the methods that have been employed by other public safety agencies?
3. What will it take to successfully implement standard, multi-disciplined incident management procedures that are adopted and practiced by the Goodyear Police and Fire departments?

BACKGROUND AND SIGNIFICANCE

The research is relevant to the Executive Fire Officer Program's Executive Development course in that the topic is directly related to improving conditions inherent in the City of Goodyear. Past emergency incidents where the Goodyear Fire Department and the Goodyear Police Department have worked with each other the need has been apparent to implement a multi-disciplinary approach to managing emergencies. As important as this implementation is to those involved, a process must be developed to define goals, objectives, and other parameters that help bring this initiative to completion.

"At a significant incident, no agency can operate solo. Therefore, we're obligated to include in the system all interests that will have an effect on the customer" (Rubin, March, 1997, pg. 66).

The Incident Command System (ICS) was developed as a consequence of the devastating wildland fires in southern California in 1970. This was a joint effort between the Federal Emergency Management Agency (FEMA), the California State Fire Marshal's Office, the California Office of Emergency Services, and the FIRESCOPE (Firefighting Resources of California Organized for Potential Emergencies) task force. It is widely recognized as an effective, systematic, and expandable framework that manages chaos, aids in planning, and supports personnel safety (ICS, 1989).

Since the development of ICS, fire departments across the country have been practicing, in one form or another, this type of approach to managing emergency incidents. However, the same cannot be said for the police force.

One of these forms of incident management is the Fireground Command system (FGC). Fireground Command was developed by Chief Alan Brunacini of the Phoenix Fire Department, sometime around 1970, for use in structural firefighting and other urban

related emergencies (Rubin, 1997). Similar to ICS, Brunacini's Fireground Command incorporated one person, typically the first fire officer on the scene, as the incident commander. This concept established a central command figure whose general responsibilities include mitigating the emergency, managing resources, and providing for the safety of everyone involved (Brunacini, 1985). The FGC worked very effectively in the setting that it was designed for but appeared to be somewhat limited in its ability to expand its structure to manage multi-disciplined incidents or incidents that could be defined as catastrophic or disastrous.

The Goodyear Fire Department began using the Fireground Command system sometime around 1987 and has now adopted Standard Operating Procedures (SOPs) for what is known as the Incident Management System (IMS). The IMS is sometimes locally referred to as a merger between the ICS and FGC and is referenced by the National Fire Protection Association (NFPA) in NFPA 1561, Standard for Fire Department Incident Management System (1995). The Goodyear Fire Department Policies and Procedures # 201.001 state that:

All personnel involved in emergency operations shall be trained in the Incident Management System. Personnel expected to perform as Incident Commanders or assigned to supervisory levels within the Command structure shall be trained in and familiar with the Incident Management System and the particular levels at which they are expected to perform (GFD, 1997, pg. 1).

The City of Goodyear, incorporated in 1946, is located 20 miles west of Phoenix and is considered a bedroom community with a population of approximately 13,000. The Goodyear Fire Department is a combination fire department consisting of 18 full time and

40 volunteer and reserve personnel. Of the more than 1200 service calls in 1997, approximately one-fourth of these were for the type and nature of emergency incidents that necessitated the use of a multi-disciplined approach to incident management.

It should also be noted that the City of Goodyear has had very little history involving natural or man-made disasters, or any other events of a catastrophic nature, where multi-disciplined operations would be integrated in the field. Incidents of this caliber would dictate that the City of Goodyear Emergency Operations Center (EOC) be activated and that the Emergency Operations Plan (EOP) be followed. The EOP requires the use of ICS by all departments by stating that "The Incident Management System will be utilized for the management of activities during emergencies" (EOP, 1997, pg. 14). The City's Emergency Services director is the Fire Chief, who also acts as Operations Section Chief once the EOC is activated.

LITERATURE REVIEW

This literature review examines an overall view of incident management systems. Major subject areas examined in the literature review were intended to provide assistance to answering the original research questions and include: requirements that dictate the use of incident management, its impact on police and fire services, and examples of integration efforts.

Requirements for Incident Management

The literature review recognized several National Fire Protection (NFPA) standards that identify the requirements and use of an incident management system. NFPA 1561, -

1995 Edition, entitled “Standard for Fire Department Incident Management System” contains “the minimum requirements for an incident management system to be used by fire departments to manage all emergency incidents” (NFPA, 1995, p. 5). Another standard noted here is NFPA 1201, 1994 Edition, “Standard for Developing Fire Protection Services for the Public”, which states that, “An incident management system shall be provided to form the basic structure of all emergency operations...” (NFPA, 1994, p. 12). In addition, NFPA 1500, 1992 Edition, “Standard for Fire Department Occupational Safety and Health”, states the requirements for an incident management system as it relates to a fire service occupational safety and health program (NFPA, 1992, p. 20).

There are also references made to ICS in Arizona’s Occupational Safety and Health (OSHA) Standards for General Industry, 1991 Edition. In the Code of Federal Regulations 29, paragraph 1910.120 (q) (3) (iii) requires the use of an incident command system at hazardous materials incidents (OSHA, CFR 29, 1910.120, para. [q] [3] [iii]).

OSHA’s 29 CFR 1910.120 also makes reference to two other NFPA standards. NFPA 471, “Standard for Recommended Practices for Responding to Hazardous Materials Incidents” and NFPA 472, “Standard for Professional Competence of Responders to Hazardous Materials Incidents”. These standards address ICS as a scene management tool, and for hazardous materials response training.

The NFPA standards obviously overlap in that they identify the need for fire departments to operate within a structured command system during emergency incidents. They also overlap to signify the importance of this logical concept that is designed is to support the safety and coordination of all personnel involved in the operation. NFPA 1500, Chapter 6-1.3 states that “the incident commander shall establish an organization with

sufficient supervisory personnel to control the position and function of all members operation at the scene and to ensure that safety requirements are satisfied” (NFPA, 1992, p. 20).

As the NFPA standards are presumably specific to the fire service, the OSHA regulations are not. OSHA does make certain references to fire departments but does not differentiate between fire, police, or any other agency when it outlines the requirements for responding to hazardous environments. It simply states that, “*Emergency response or ‘responding to emergencies’* means a response effort by employees outside the immediate release area or by other designated responders” (OSHA, 1991, pg. 116).

An article found in the May 1998 Fire Engineering magazine disclosed the state of California’s requirements for forming a unified command structure under its Standardized Emergency Management System (SEMS) law. This law, which was passed after the tremendous fire storm in Oakland in 1991, requires “that all agencies operating on a substantial incident cooperate under a single unified command structure”. (Meaker, May 1998, p.61). In addition to this, a research paper from the National Fire Academy’s Executive Fire Officer Program (EFOP) identifies regulations that require that, “the elements of SEMS must be utilized by an entity for all multi-agency or multi-jurisdictional incidents” (McIntosh, 1995).

The requirements imposed by these standards provide few options for the fire service. We are regulated, and in some cases mandated, to perform certain functions within some form of structured incident management system. This does not seem to be the case for law enforcement. Although they may be bound by certain local ordinances or city codes, the police still haven’t been under the same level of regulation as the fire service.

They may also have not been as scrutinized about their practice of managing emergencies. This could account for much of the police and fire department's unbalanced perceptions of ICS.

Impacts to Public Safety Agencies

The study found information in support of the multi-disciplined approach to incident management and its impact on the police and fire services. In the August 1995 issue of IAFC On Scene, Battalion Chief Dennis Rubin discusses the impact of an Incident Management course involving the police and fire departments of Chesterfield County, Virginia. In his summary of the course, Rubin reports that "Such a course could have a tremendous effect on safe and effective emergency operations." He goes on to say that IEMS training could "help improve relations between some fire and police departments" (Rubin, August, 1995, p.8).

Steve Meyer, Fire Chief of Garrison Volunteer Fire Department explains the negative effects that IEMS could have if not used during major emergencies. He demonstrates the negative public perception that could happen if the efforts of a jurisdiction responding to a disaster were to be inappropriate by stating that it, "could have detrimental effects on the public's opinion of the kind of leadership that they have to rely on" (Meyer, January/February, 1997, pg. 54).

Another way in which the police and fire services are impacted is through the built-in cooperative effort inherent in the IEMS concept. In a 1996 research paper for the Executive Fire Officer (EFO) program entitled "Domestic Terrorism", Gary Turner talks about the World Trade Center bombing. Turner quotes Chief Anthony Fusco stating that, "controlling

a large scale incident is beyond the capabilities of any individual. The Incident Command System must be utilized and expanded to ensure adequate span of control and personnel accountability and safety” (Turner, 1996). Turner also states that, through the use of IEMS, police and fire agencies can work together and “build cooperation into emergency management and planning through a comprehensive, risk-based, all hazards approach”. He confirms this by explaining that FEMA developed the Integrated Emergency Management System to improve the nation’s capability to respond to major emergencies and disasters (Turner, 1996).

Integration Efforts

The literature review also found examples of successful integration efforts between fire and other agencies. One example of this is taken from an article in the “Stop Disasters” Journal. It discusses the collaborative endeavors of many different agencies, including police and fire, during the 1993 fire storms in southern California. Acknowledging the extensive planning and mitigation efforts of everyone involved, the article goes on to explain how they, “now have a greater level of general disaster preparedness along with an improved cohesiveness” (Kimball, 1996, pg. 15).

The December 1996 issue of IAFC On Scene provided an article on the state of Oregon’s adoption of the National Interagency Incident Management System Incident Command System (NIIMS-ICS). The article illustrates the implementation methods used by the Oregon State Fire Marshal’s office in their attempts to adopt a multi-disciplinary incident command system throughout the state. They appointed a committee made up of fire, law enforcement, public works, and emergency management agencies who were

trained in and familiar with ICS. This committee selected and adopted the NIIMS-ICS model, developed and implemented training and certification standards, and established an overhead team that provides command, planning, and logistical support for local resources. One very interesting note to this article was the fact that, “the Beaverton Police Department uses NIIMS-ICS for major criminal investigations, public demonstrations, parades, community festivals and civic events” (Snook, Danko, December 1996, pg. 4).

Overall, the literature review provided documentation which supported the fire service needs for managing emergencies in a multi-disciplinary approach but practically nothing for supporting the same needs for law enforcement agencies. Most of the information for this study was distinct and exceptional to the fire service. Research material that could have provided information concerning ICS/IEMS from a law enforcement perspective was scarce.

PROCEDURES

This study used the action research methodology. The objective of the study was to gather information and historical data related to the use of IMS, ICS, IEMS, examples of implementation projects using these systems, and to determine if there is disparity between the perceptions of ICS/IEMS in the police and fire service. The acquired information was analyzed as to the applicability of the research topic and to help provide support for answering the research questions. Conclusions were then identified that were supportive and instrumental in the development of the recommendations outlined in this paper.

The research began by conducting a computer assisted literature review at the National Emergency Training Center's Learning Research Center (LRC). Additional literature reviews were conducted at the Goodyear Fire Department through documents published through (a) trade journals, (b) NFPA, (c) OSHA, (d) past research reports of the National Fire Academy's Executive Fire Officer Program (EFOP), and (e) City of Goodyear procedural documents. Research through the Information Commons Center of Estrella Mountain Community College and the City of Avondale Library found nothing related to the topic. Most of the information found while conducting the literature review was helpful in answering question #2 of the research paper.

A written response survey, entitled "Incident Command Status Survey" (see Appendix A, Appendix B), was developed and sent to twenty-five city police and fire departments in Arizona. These surveys were mailed with a letter, along with a stamped, self-addressed envelope explaining the authors assignment, and an explanation of the intent of the survey. Of the total of fifty surveys sent out there were twenty of the twenty-five (80 percent) police department responses returned and twenty-two of twenty-five (88 percent) fire departments responding. This same survey (see Appendix A) was also sent to the City of Goodyear Police and Fire Departments.

The intent of this survey instrument was to find out if the perceptions of ICS were the same for Arizona city's police and fire departments an to help provide answers to question #1 of the research paper. It also sought out the opinions of both agencies on what they thought of routinely working together under a unified command approach to managing incidents, and if they thought they could be more effective at managing emergencies by working together within a compatible incident command structure. This survey intentionally

did not request statistical data related to geographics, population of service delivery area, or size of department as this type of information was determined to be irrelevant to the topic of the research.

A second survey instrument consisted of personal interviews conducted with Mark Gaillard, Fire Chief of the Goodyear Fire Department, on September 8, 1998; Mark Brown, Police Lieutenant of the Goodyear Police Department on September 22, 1998; and Stephen Cleveland, City Manager of the City of Goodyear, on September 8, 1998. The same questions were asked of all three and were aimed at finding out, from their own perspectives, what each thought about an IEMS approach to managing multi-disciplined types of emergencies in the City of Goodyear. These interviews were used to gather information specific to the City of Goodyear's impact on the research and to help provide answers to questions #1 and #3 for the research.

Limitations and Assumptions

There were several assumptions pertaining to the surveys. The first being that each individual who responded to the survey fully understood the statements they were asked to reply to. Another assumption was that those who participated in the survey responded in an objective and unbiased manner. The survey also assumed that the respondent had some degree of knowledge about the status of their counterpart's incident management procedures. These assumptions could not be confirmed.

The written survey was limited and sent to municipal fire and police departments in the state of Arizona. Therefore, the data collected from the survey limits the research study to only one state and does not represent the overall conditions, practices, and procedures in place for the rest of the country.

Requests for documentation from other agencies were a limitation to the study. A critical analysis report requested from one Arizona city was never received. It was presumed that this city had a significant history with IEMS, in some form or level, through their planning and management of a major professional sporting event.

RESULTS

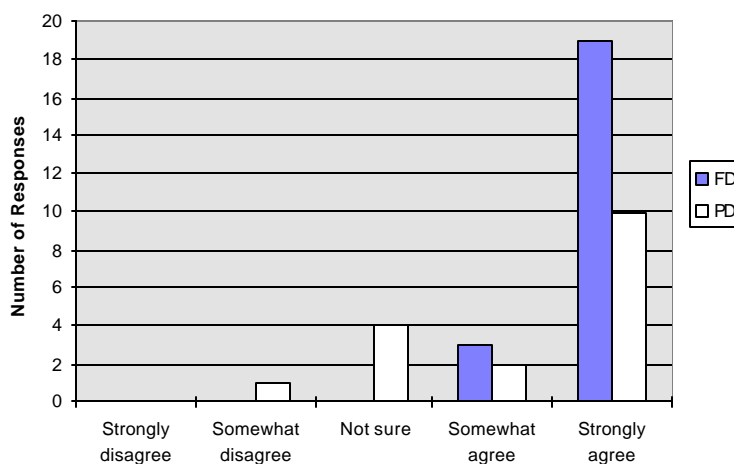
The research study revealed the following results in reference to the questions that were initially stated as part of the research paper :

Survey Results

The survey results were helpful in answering question #1: Are the perceptions of the use of incident command systems the same for law enforcement and the fire service?

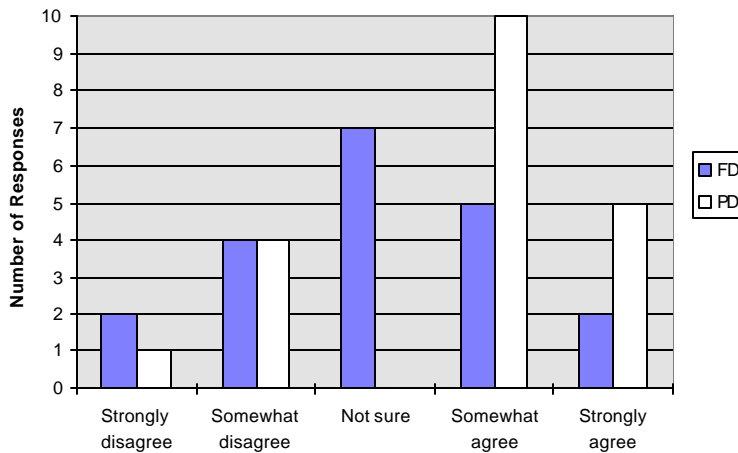
After examining and interpreting the data collected, the survey revealed results that helped to provide an understanding of the police and fire departments perception of each others application and experience with ICS. The survey was sent out to twenty-five municipal police and fire departments throughout Arizona. Twenty police departments and twenty-two fire departments responded to the survey. The results are interpreted with a summary following Charts 1 through 6:

Chart 1: This city's fire department uses an incident command system on a routine basis.



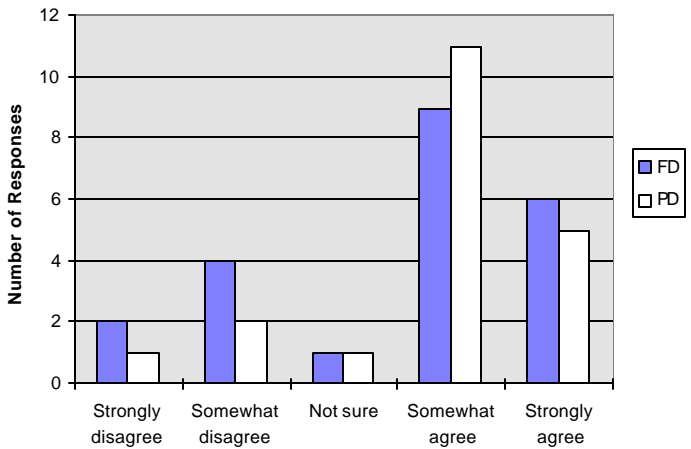
This graph shows that, of the twenty-two fire departments responding, all unanimously agreed they use ICS routinely. It also indicates that, of the twenty police departments who responded, sixty percent agreed on their routine use of ICS, twenty percent disagreed, and five percent were unsure. Also note that three (fifteen percent) of the police departments did not provide a response for this statement.

Chart 2: This city's police department uses an incident command system on a routine basis.



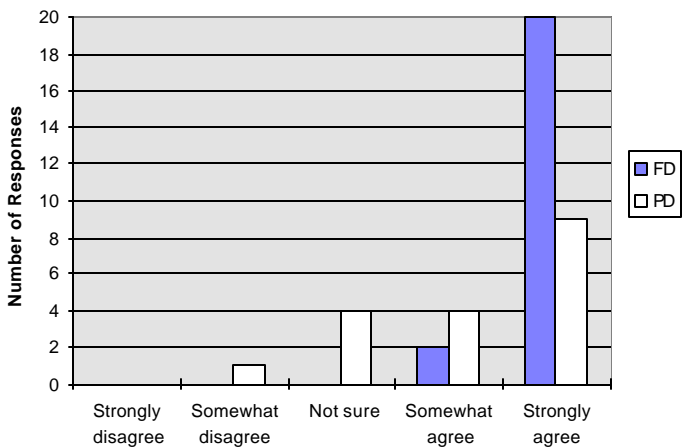
This chart indicates that the fire departments opinions are split three ways on the police department’s routine use of ICS. Thirty-two percent of the fire departments thought their police department used ICS routinely, while twenty-seven percent thought they did not, and thirty-two percent were not sure. Two (nine percent) of the fire departments did not provide a response to this statement. The police were somewhat more convinced that they used ICS routinely with seventy-five percent agreeing but also twenty-five percent disagreeing.

Chart 3: Emergency incidents that involve both fire and police units are routinely managed using a unified incident command system.



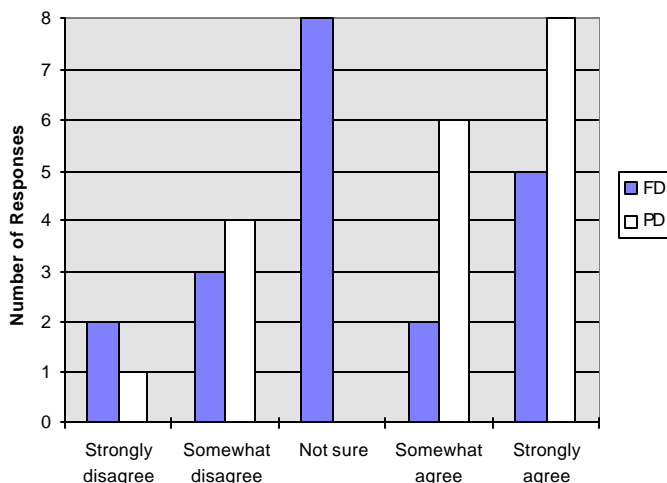
This chart is interesting in that the police and fire responses are more aligned with sixty-eight percent of fire and eighty percent of police in agreement to the statement. Five percent of the police and four percent of the fire departments were not sure while fifteen percent of the police and twenty-eight percent of the fire departments disagreed.

Chart 4: This city's fire department has adopted standard operating procedures for using an incident command system.



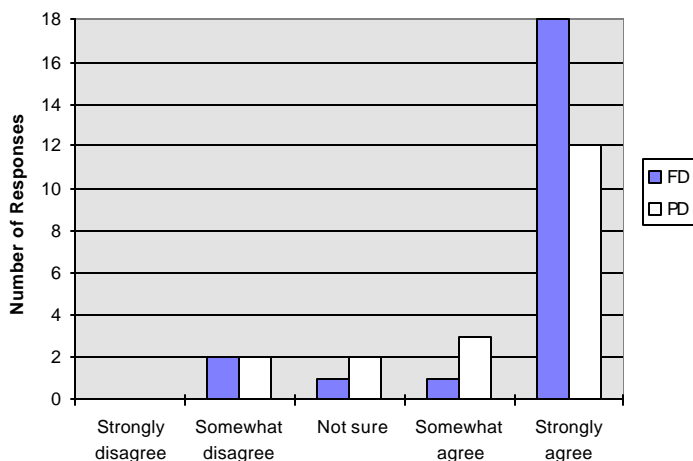
This Chart shows that the fire department responses are again in agreement and show their confidence and certainty in relation to the statement in question. It also shows that the police departments also seem fairly certain of this with sixty-five percent agreeing that their counterparts in the fire department have adopted ICS procedures, twenty percent being unsure, and only five percent disagreeing somewhat.

Chart 5: This city's police department has adopted standard operating procedures for using an incident command system.



This chart seems to show uncertainty in the police department's adoption of ICS procedures by both fire and police. Even though seventy percent of the police departments agree to the statement, twenty-five percent do not. One (five percent) did not respond. The fire departments were even more skeptical with twenty-three percent disagreeing, thirty-six percent not sure at all, and only thirty percent in agreement.

Chart 6: This city's police and fire departments could be more effective at management emergencies if both worked under a unified command system within a compatible incident command structure.



This chart shows that a large majority of the police and fire departments strongly agree to the statement in question. Eighty-six percent of the fire departments and seventy-five percent of the police departments agree here. Ten percent of police and five percent of fire are not sure while ten percent of police and nine percent of fire disagreed somewhat. One (five percent) of the police departments did not respond to this statement.

As the survey indicates, the perceptions of ICS throughout Arizona's police and fire department's are not aligned with each other at all. The fire service, with it's long history of working within a structured command approach, seem to be very certain about their own use of ICS and not as certain about their police departments. On the other hand the police appear to be split in their opinions about their use of ICS, as well as their counterparts in the fire department.

This survey was also given to Lieutenant Mark Brown of the Goodyear Police Department and Chief Mark Gaillard of the Goodyear Fire Department. These results are shown in **Table 1** below:

	Police Dept.	Fire Dept.
This city's fire department uses an incident command system on a routine basis.	Strongly agree	Strongly agree
This city's police department uses an incident command system on a routine basis.	Somewhat disagree	Strongly disagree
Emergency incidents that involve both fire and police units are routinely managed using a unified incident command system.	Somewhat agree	Strongly disagree
This city's fire department has adopted standard operating procedures for using an incident command system.	Not sure	Strongly agree
This city's police department has adopted standard operating procedures for using an incident command system.	Strongly disagree	Strongly disagree
This city's police and fire departments could be more effective at managing emergencies if both worked under a unified command system within a compatible incident command structure.	Strongly agree	Strongly agree

This table shows the similarities of the responses of Chief Gaillard and Lt. Brown. They both strongly agreed to the fact that the fire department routinely uses Incident Management System and that both departments could manage incidents more effectively under a unified command system. They both also agree that the police department has not adopted ICS procedures nor do they routinely use a command system. Chief Gaillard knows that his fire department has adopted Incident Management System procedures but Lt. Brown is not sure. The most interesting thing to note here is the difference of opinion on

whether both fire and police routinely manage incidents using a unified command system. Chief Gaillard strongly disagrees here while Lt. Brown agrees somewhat.

Interview responses

The personal interviews were helpful in answering question #1: Are the perceptions of the use of incident command systems the same for law enforcement and the fire service?

The personal interviews were also helpful in answering question #3: What will it take to successfully implement standard, multi-disciplined incident management procedures that are adopted and practiced by the Goodyear Police and Fire departments?

The ensuing interview questions were asked by the author during personal interviews.

The following represents a summarization from the responses of Chief Mark A. Gaillard of the Goodyear Fire Department during his interview on September 8, 1998:

1. What are your general thoughts on the Integrated Emergency Management System in the City of Goodyear?
 - Goodyear's fire and police departments aren't very good at doing this.
 - We should be doing better and more routinely.
2. Can you identify any negatives if we don't implement IEMS in the City of Goodyear?
 - Our customers will not be served as good as they should or as they should expect.
 - There could be much negative public perception.

3. What do you think would help us with implementing IEMS in the City of Goodyear?
 - Not much until we get buy-in and collaboration from the police and other departments.
 - Search for examples/models from others.
4. Can you identify any internal and/or external influences that could influence the implementation of IEMS in the City of Goodyear?
 - The expanding threat of terrorism
 - City ordinances
 - City of Goodyear Emergency Operations Plan
5. Is the issue of implementing IEMS in the City of Goodyear a high priority to you?
 - No, but it is important
 - No because it is not in the fire department's Strategic Improvement Plan (M. A . Gaillard, personal interview, September, 1998).

The following represents a summarization from the responses of Lieutenant Mark Brown of the Goodyear Police Department during his interview on September 22, 1998:

1. What are your general thoughts on the Integrated Emergency Management System in the City of Goodyear?
 - Certainly need to do this
 - Lack cohesion between police, fire, and public works departments when we work together

2. Can you identify any negatives if we don't implement IEMS in the City of Goodyear?
 - Liability - we know we should do it and we don't.
3. What do you think would help us with implementing IEMS in the City of Goodyear?
 - Educate everyone involved on what IEMS actually is to get them on common ground.
 - Educate each others department on what it is that we are both responsible for during shared incidents.
 - Provide initial and ongoing training.
4. Can you identify any internal and/or external influences that could influence the implementation of IEMS in the City of Goodyear?
 - Get City Council's support - they should drive this.
5. Is the issue of implementing IEMS in the City of Goodyear a high priority to you?
 - In the top 10 but not number one.
 - If we don't do this, or if we wait to long, we'll be hurting ourselves (M. Brown, personal interview, September 1998).

The following represents a summarization from the responses of City Manager Stephen Cleveland of the City of Goodyear during his interview on September 8, 1998:

1. What are your general thoughts on the Integrated Emergency Management System in the City of Goodyear?
 - Necessary, especially with the type of threats we are facing today.
 - It's a good idea - it should include the public works and other departments.

2. Can you identify any negatives if we don't implement IEMS in the City of Goodyear?
 - The city can't afford to duplicate services - coordination of resources is essential.
 - Limited available resources are not adequate.
3. What do you think would help us with implementing IEMS in the City of Goodyear?
 - Cross training between other departments in each others roles and responsibilities.
 - Gear implementation toward cross functional teams
 - Include as an action plan in the City's Strategic Improvement Process.
 - Start developing and practicing situational exercises.
4. Can you identify any internal and/or external influences that could influence the implementation of IEMS in the City of Goodyear?
 - Formal adoption of IEMS by City Council to support concept from the administrative end.
 - Support through the Strategic Plan.
 - City wide support could be instrumental in getting outside funding.
5. Is the issue of implementing IEMS in the City of Goodyear a high priority to you?
 - Important, but not a high priority at this time.
 - We need to plan the progression of this (S. Cleveland, personal interview, September, 1998).

General

Question #2: What are some of the methods that have been employed by other public safety agencies?

Methods that have been used by others include the examples by the Oregon State Fire Marshal's office, the police and fire department's in Chesterfield County, Virginia, and the southern California cities of Altedena and Kinneloa. The methods employed by these agencies have several things in common. These universal elements include identifying all public and private agencies who share expertise, responsibility, and resources during disasters and major emergencies. Once this has been done a standard system is recognized, accepted, and possibly adopted. Developing and providing appropriate levels of training and certification to those directly involved in the planning and mitigation efforts, and educating those who may be indirectly involved, such as administrators and elected officials is another key part of the process.

One of the elements that was identified in the interviews with the City of Goodyear officials was not recognized in the examples previously mentioned. This is the planning approach used in Goodyear that is typically referred to as the Strategic Improvement Plan. This could be contributed to the fact that Goodyear has not experienced a significantly adverse incident that would dictate response efforts any greater than are normally managed by a few local agencies.

Question #3: What will it take to successfully implement standard, multi-disciplined incident management procedures in the City of Goodyear Fire and Police Departments?

There are many methods that will help provide answers to this question. Examples and models of various forms of integrated incident management systems have been identified and should be considered in this implementation.

The fire department could find opportunities that offer a critical, objective analysis when working incidents that involve the police department. A process to facilitate an understanding of each others roles and responsibilities could also be established. One way these methods could be accomplished is through post incident critiques and by educating each other in agency-specific tasks and responsibilities.

The Strategic Planning process is the most commonly used and acceptable means of managing changing priorities in the City of Goodyear. These IEMS concepts should be discussed in these planning meetings at different levels and within different departments. Interviews with the Fire Chief, Police Lieutenant, and the City Manager conclude that all three have identified this issue as being important, but not yet a high priority to them.

Another method that was identified in the interviews was to gain support from City Council. This could be achieved by providing supportive facts and information in an educational format at council work sessions.

DISCUSSION

The findings of this survey establish the necessity and importance of using some type of integrated incident management system. It also substantiates the fact that when

multiple agencies are working together at an emergency incident critical functions such as safety and coordination of resources become much more successful.

Failure to implement these multi-disciplined emergency management concepts could cause a negative public perception of the leadership in the city, county, or state where their expectations to be safeguarded may be higher than can be met. This could become even more of a reality should a major emergency take place and the management of the incident itself becomes more of a disaster than the incident being managed.

It is evident that these incident management systems are a product of the fire service. The law enforcement community has managed emergencies in a different, but just as effective, way for many years. It must be understood that the types and nature of emergencies that police and fire personnel respond to are distinctive in such a way that police officers are better equipped to handle incidents through enforcement and firefighters apply their efforts through mitigation. That could explain why fire scenes are managed by goals supported by tactical and strategic objectives and crime scenes are managed by authoritative control predetermined by due process, or simply, law and order. Knowing this, it is easier to see why there is a gap between the methods employed by both agencies when it comes to command and control efforts.

The Goodyear Fire Department has adopted, and routinely practices, the essential elements of IMS, whereas the Goodyear Police Department has not. However the police do have procedures that dictate their support of the fire department's use of the IMS, but only during a fire department related operation.

This does not provide any reasoning or qualifications for the fire and police services to work individually. To elaborate on what is mentioned at the beginning of this section, fire

and police personnel are obligated to work together in order to provide effective services during events that cause a significantly adverse impact to our customers.

As mentioned earlier, one of the things that a well designed and functional unified command system does best is provide a higher level of safety during the incident. The last thing that anyone of us wants to have happen is for one, or some, of our own to be injured or killed during an incident that was not managed properly and not using these proven principles and established procedures.

RECOMMENDATIONS

Based upon the research study conducted, the following recommendations are made to integrate the Incident Management System into the Police and Fire departments in the City of Goodyear:

1. Educate and inform all of the stakeholders of the importance of this issue. This should involve providing them with an in-depth understanding of IEMS, IMS, and the benefits that these concepts bring into the community as part of a unified public safety function. This would include, but may not be limited to, the Police Department, the Public Works Department, the Mayor and City Council, and all persons who have assigned roles and responsibilities in the city's Emergency Operations Center. It could also include other outside resources, such as the Arizona Department of Public Safety, the Maricopa County Sheriff's Office, certain private businesses, and other neighboring cities.
2. Establish a process improvement team (PIT) made up of personnel from various departments. They could be tasked with developing issue statements,

action plans, goals, and objectives that support the unified command approach.

They would also search out examples of integrated command systems that have been used by others in order to develop a system that will be the most effective for the City of Goodyear.

3. Involve the PIT in the City of Goodyear's Planning process. Introduce and prioritize the PIT's product into the Strategic Improvement Plan as the City of Goodyear's Integrated Incident Management System, or whatever title it is given.

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APPENDIX A

The following letter and survey was sent out to twenty-five Arizona city's police and fire departments, as well as the City of Goodyear Police and Fire department's, to assist in answering questions for this research paper.

Dear Public Safety Official:

I am in the process of writing an applied research paper for the Executive Development Class of April 1998 in conjunction with the Executive Fire Officer Program. As part of the information gathering process for the paper, I am conducting a survey of Police and Fire departments in Arizona. This survey will help me answer questions regarding the your perceptions of the application and use of incident command systems by police and fire departments around the state.

Please take a couple of minutes to respond to the statements on the following page and send them back to me in the return envelope as soon as you finish, or by no later than July 24, 1998.

Once the survey is finished I will send you back the results.

Thank you very much.

Sincerely,

CITY OF GOODYEAR

Michael L. Ullman,

Deputy Fire Chief

INCIDENT COMMAND STATUS SURVEY

Please check one response to each of the following statements that best identify your police and fire department's use of incident command systems. Please return in the envelope provided by no later than July 24, 1998.

Indicate your response as a representative of: POLICE FIRE

	<i>Strongly disagree</i>	<i>Somewhat disagree</i>	<i>Not sure</i>	<i>Somewhat agree</i>	<i>Strongly agree</i>
This city's fire department uses an incident command system on a routine basis.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This city's police department uses an incident command system on a routine basis.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Emergency incidents that involve both fire and police units are routinely managed using a unified incident command system.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This city's fire department has adopted standard operating procedures for using an incident command system.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This city's police department has adopted standard operating procedures for using an incident command system.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This city's police and fire department's could be more effective at managing emergencies if both worked under a unified command system within a compatible incident command structure.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Thank You for your participation!

APPENDIX B

The following list represents the Police and Fire department's in Arizona who were sent the written survey used for the research.

Company	Address	City	State	Zip Code
Avondale Police Department	519 E. Western Avenue	Avondale	AZ	85323
Avondale Fire Department	101 S. 4th Street	Avondale	AZ	85323
Tolleson Police Department	9555 W. Van Buren	Tolleson	AZ	85353
Tolleson Fire Department	9169 W. Monroe	Tolleson	AZ	85353
Glendale Police Department	6835 N. 57th Drive	Glendale	AZ	85301
Glendale Fire Department	6835 N. 57th Drive	Glendale	AZ	85301
Phoenix Police Department	620 W. Washington, Room 434	Phoenix	AZ	85003-1611
Phoenix Fire Department	520 W. Van Buren	Phoenix	AZ	85003-1611
Mesa Police Department	130 N. Robson	Mesa	AZ	85211
Mesa Fire Department	13 W. 1st Street	Mesa	AZ	85211
Tempe Police Department	P.O. Box 5002	Tempe	AZ	85280
Tempe Fire Department	P.O. Box 5002	Tempe	AZ	85280
Buckeye Police Department	P.O. Box 537	Buckeye	AZ	85326
Buckeye Fire Department	100 N. Apache, Suite A	Buckeye	AZ	85326
Surprise Police Department	12425 W. Bell Road, Suite A-105	Surprise	AZ	85374
Surprise Fire Department	15646 N. Hollyhock	Surprise	AZ	85374
El Mirage Police Department	P.O. Box 26	El Mirage	AZ	85335
El Mirage Fire Department	P.O. Box 26	El Mirage	AZ	85335
Florence Police Department	P.O. Box 988	Florence	AZ	85232
Florence Fire Department	P.O. Box 490	Florence	AZ	85232
Casa Grande Police Department	300 E. 4th Street	Casa Grande	AZ	85222
Casa Grande Fire Department	300 E. 4th Street	Casa Grande	AZ	85222
Sierra Vista Police Department	1011 N. Coronado Drive	Sierra Vista	AZ	85635
Sierra Vista Fire Department	4127 Avenida Cochise	Sierra Vista	AZ	85635
Tucson Police Department	270 S. Stone Avenue	Tucson	AZ	85701-1917
Tucson Fire Department	P.O. Box 27210	Tucson	AZ	85726-7210
Lake Havasu City Police Department	2360 McCulloch Blvd.	Lake Havasu City	AZ	86403
Lake Havasu City Fire	145 N. Lake Havasu	Lake Havasu	AZ	86403

Company	Address	City	State	Zip Code
Department	Avenue	City		
Prescott Police Department	P.O. Box 2059	Prescott	AZ	86302
Prescott Fire Department	P.O. Box 2059	Prescott	AZ	86302
Cottonwood Police Department	816 N. Main Street	Cottonwood	AZ	86326
Cottonwood Fire Department	827 N. Main Street	Cottonwood	AZ	86326
Page Police Department	P.O. Box 3005	Page	AZ	86040
Page Fire Department	P.O. Box 1180	Page	AZ	86040
Yuma Police Department	1500 1st Avenue	Yuma	AZ	85364
Yuma Fire Department	298 4th Street	Yuma	AZ	85364
Bullhead City Police Department	1255 Marina Blvd.	Bullhead City	AZ	86442
Bullhead City Fire Department	1255 Marina Blvd.	Bullhead City	AZ	86442
Springerville Police Department	P.O. Box 390	Springerville	AZ	85938
Springerville Fire Department	P.O. Box 390	Springerville	AZ	85938
Show Low Police Department	150 N. 5th Street	Show Low	AZ	85901
Show Low Fire Department	P.O. Box 995	Show Low	AZ	85901
Holbrook Police Department	P.O. Box 70	Holbrook	AZ	86025
Holbrook Fire Department	P.O. Box 70	Holbrook	AZ	86025
Winslow Police Department	115 E. 2nd Street	Winslow	AZ	86047
Winslow Fire Department	215 N. Taylor Avenue	Winslow	AZ	86047
Safford Police Department	P.O. Box 272	Safford	AZ	85548-0272
Safford Fire Department	P.O. Box 272	Safford	AZ	85548-0272
Willcox Police Department	151 W. Maley	Willcox	AZ	85643
Willcox Fire Department	501 W. Maley	Willcox	AZ	85643