

Expanding the Incident Command System in the Lubbock Fire Department

Executive Analysis of Fire Service Operations in Emergency Management

BY: Rhea Cooper

Lubbock Fire Department

Lubbock, Texas

An applied research project submitted to the National Fire Academy as a part of the

Executive Fire Officer Program

December 2001

Abstract

The Lubbock Fire Department (LFD) has operated under a modified Incident Command System (ICS) for the last 10 years. The problem was the system had never been expanded beyond the basic functions of Incident Command and Operations. The purpose of this applied research project was to evaluate the current ICS and develop a strategy for expanding the current system. The current system was compared with Incident Command Systems of fire departments that had successfully expanded their system at catastrophic events.

Evaluation methodology was used to answer the following questions:

1. What are some of the problems with the current Lubbock Fire Department Incident Command System?
2. What are the current types of Incident Command Systems utilized by fire departments that have successfully dealt with catastrophic incidents?
3. What are the critical components needed to expand an ICS when major disasters strike?
4. How can the Lubbock Fire Department effectively expand its ICS at high-risk, low frequency disasters?

The literature review examined books, journals and technical reports relating to Incident Management Systems. The incident command systems of five fire departments, which had experienced catastrophic emergencies, were compared with the Lubbock Fire Department's ICS. Procedures included listing the strengths and weaknesses of all six departments and developing a strategy to overcome the weaknesses in the current system.

The results of the literature review identified seven critical components of an effective incident command system. Strategies were developed to address the weak components of the LFD ICS.

Based on the results of the research, four recommendations were presented for expanding the current ICS. The first of these was to rewrite the current standard operating procedure to include the use of the ICS forms and Incident Action Plans. Second, conduct internal and external training sessions to implement the changes in the SOPs. Third, utilize the checklists developed by FIRESCOPE (Appendix A), and fourth; ensure comprehensive understanding of the new procedure and the pre-assignment of general staff positions to the system.

TABLE OF CONTENTS

ABSTRACT	2
TABLE OF CONTENTS	4
INTRODUCTION	5
BACKGROUND AND SIGNIFICANCE	6
LITERATURE REVIEW	9
PROCEDURES	16
RESULTS	18
DISCUSSION	27
RECOMMENDATIONS	29
REFERENCES	34
APPENDIX A (ICS Checklists)	37
APPENDIX B (Current ICS Procedure)	42
APPENDIX C (LFD Mission Statement)	63
APPENDIX D (Lubbock City-County Emergency Management Hazard Analysis)	64
APPENDIX E (New ICS Procedures)	68

INTRODUCTION

More than 2000 years ago, Moses had the daunting task of evacuating over 600,000 people out of Egypt. Exodus 12:37-40 describes these people as having been captive in Egypt about 430 years (Nelson, 1975). Within three months, Moses' father-in-law saw that the tasks were too much for one leader to endure, so he suggested that the tasks be divided up into more manageable parts. This was the first hint of an Incident Management System. "And Moses chose able men out of all Israel, and made them heads over the people, rulers of thousands, rulers of hundreds, rulers of fifties, and rulers of tens (Nelson, Exodus 18:25, 1975). Ever since the time of Moses, leaders have been faced with the challenge of dividing large tasks or incidents into smaller, more manageable parts.

The Lubbock Fire Department (LFD) has been operating under a formal Incident Management System since the late 1980s. The current procedure (Appendix B) was developed and based on information from nationally accepted practices. The current system gained support after the LFD Training Academy conducted extensive training sessions in 1989 and 1990. Officers began utilizing the new system in the 1990s and became proficient in establishing a command post and creating one or two sectors. The problem is the LFD is operating under a modified Incident Command System (ICS) that has seldom been expanded beyond the implementation of Command and Operations functions. Common single-family structure fires are handled frequently by assigning an interior sector, ventilation sector, or utility sector with the District Chief assuming the role of Incident Commander (IC). The LFD seldom has fires that go beyond a second alarm.

The LFD is not prepared to handle the expansion of an ICS that would be required when disaster strikes.

The purpose of this research project is to evaluate the current Lubbock Fire Department ICS and recommend a strategy for expanding the system in the event of a major disaster. This author used evaluation research methodologies to answer the following questions:

1. What are some of the problems with the current Lubbock Fire Department Incident Command System?
2. What are the current types of Incident Command Systems utilized by fire departments that have successfully dealt with catastrophic incidents?
3. What are the critical components needed to expand an ICS when major disasters strike?
4. How can the Lubbock Fire Department effectively expand its ICS at high-risk, low frequency disasters?

BACKGROUND AND SIGNIFICANCE

The Lubbock Fire Department (LFD) protects a population of 200,000 people and covers an 126 square mile area. Lubbock is primarily an agricultural and metropolitan hub of the South Plains of West Texas. It is home to three universities, one community college, and some light industrial business. The LFD employs 237 line personnel and operates out of 14 fire stations. The LFD responds to life safety emergencies within the city limits and provides life safety services that are guided by the LFD mission statement

(Appendix C). Two on duty District Chiefs (DCs) supervise LFD suppression personnel. Each DC supervises seven fire stations in their respective district.

On May 11, 1970, Lubbock was hit by a devastating tornado. Twenty-six people lost their lives and hundreds lost their homes. This catastrophic incident quickly overwhelmed emergency responders and city officials. By the late 1970's and the early 1980's, the LFD did not have a structured ICS. The highest-ranking officer on the fire scene handled small emergencies at the company level. On larger incidents, the DC would take charge of the incident. The DC's actions included circling the structure (possibly numerous times) and barking out orders to companies with which he came in contact. If you were a company officer needing to get pertinent information to the DC, you might have to wait until he circled the incident scene to pass on valuable information, because the single radio channel was bombarded with traffic (Fire Chief Steve Hailey, personal communication, 2001).

The LFD currently operates under an ICS that was developed by the National Fire Academy (NFA) and modified with information from the *Fire Ground Command* book of the Phoenix Fire Department (Brunacini, 1985). This current modified ICS (Appendix B) utilizes the basic structure and functions of the NFA version. Primary functions of Command, Operations, Planning, Logistics, and Finance are included in the current LFD procedure. Divisions, groups, and branches were omitted from the current LFD ICS procedure and replaced with the term; sector, as recommended by Brunacini (1985). Incident Commanders (ICs) have a Captain/Command Assistant (CA) that rides with them for Command support. This CA is responsible for accountability of fire fighters on the emergency scene. The LFD has incorporated computer hardware and software

into the ICS system, allowing the CA to track resources and personnel on the fire scene. This software (FDOnscene) also incorporates pre-fire plans and tactical worksheets into its system. "A large catastrophic incident or disaster would quickly overwhelm the structure of our current ICS. The LFD is still lacking in training and incorporating other agencies to work and fit within the ICS" (Hailey, personal communication, 2001).

The modified LFD ICS works properly as long as the incident is relatively small in scope. The Emergency Operations Center (EOC), which is located just adjacent to the Police Dispatch Center, is only activated during larger incidents. The most common occurrence of the EOC activation is during thunderstorm events in the springtime. The Fire Marshal's Office (FMO) personnel serve as storm spotters and damage assessment teams. There are nine uniformed personnel in the FMO who are considered part of the general staff of the LFD. Other general staff members are also assigned to report to the EOC during activation.

In 1998, the City of Lubbock sent approximately 70 representatives to the Emergency Management Institute in Emmitsburg, Maryland to complete an All-Hazards Course. These representatives were a cross section of people from the community who would be called upon in the event of a disaster. This course was designed to help communities come together to effectively deal with a catastrophic emergency. In 2000, the LFD had extensive training in Domestic Preparedness for the defense against Weapons of Mass Destruction (WMD). This training included an Incident Command module. All DCs and hazardous materials trained personnel attended this training.

With the destruction of the World Trade Centers in New York on September 11, 2001, the future became more uncertain concerning the probability of disasters

occurring in our community. A Community Risk Assessment or Hazard Analysis, as outlined in the Executive Analysis of Fire Service Operations in Emergency Management (EAFSOEM) course was completed in 1997 for the City/County of Lubbock. This analysis (Appendix D) indicates a high probability rating for disasters to occur in Lubbock and, therefore, forms the basis for this research. The information received during the EAFSOEM course pointed out the deficiencies in the LFD's ICS program and offered practical solutions to enhance ICS operations. The sections of the EAFSOEM course that apply to this research are Emergency Operations, the ICS, and Incident Documentation. To that end, this author is looking at ways of improving the LFD's ICS in order to respond effectively to catastrophic disasters.

LITERATURE REVIEW

The literature review began by looking at current and past successful structures of Incident Management Systems (IMS). The review included looking at the LFD ICS for potential problem areas. The literature review focused on information from other emergency response departments that have had similar problems expanding the use of their ICS. These problem areas were identified by comparing them to standards, such as the National Fire Protection Association (NFPA) 1561- Standard on Emergency Services Incident Management System (NFPA, 2000). The Incident Command segment of the EAFSOEM course at the NFA was used as a benchmark system.

The key to an effective IMS, at a conceptual level, is an acknowledgement that complex crises usually transcend jurisdictional and functional boundaries and can best be addressed systematically (Cole, 2000). At the operational level, Cole believes the

approach to crises should be for responding entities to utilize a prearranged system of constituent principles or functions, that are consistent from one incident to another, regardless of type, geography or jurisdictional involvement (2000).

The literature review included reading articles from across the nation, looking for key components of successful incident management systems. Kreis points out that for years, “successful Incident Commanders have developed Incident Action Plans (IAPs) in their heads or have scratched them out on the back of a tactical worksheet, usually in retrospect to actions or decisions already made (cart before the horse planning)”. Kreis goes on to state that this approach represents the following shortcomings:

"A lack of clear focus by all the players on the fire-ground, the inability of the IC to consistently pass on complete information to others who need it, the allocation of resources or deployment of units without a plan (which can lead to the units' operating in offensive positions during a defensive firefight), the Incident Commanders reacting to fire-ground conditions instead of being proactive and assigning units according to a plan and the loss of valuable knowledge/experience about the decision-making process for all involved" (1999).

The overall IAP must be based on the incident strategy; it can't be the other way around (non-thinking action). An IAP should be developed whenever command is established (Kreis, 1999). Incident action planning is an integral part of many of the fire departments reviewed.

Incident commanders can quickly become overwhelmed, if they do not have some plan to effectively delegate responsibilities on the emergency scene.

Commanders who operate by the seat of their pants have patronized the theory of ICS. Their continual non-tactical approach on the fire ground causes misinterpretation, hostility and disorder. The most frightening aspect of patronizing ICS is that the commander is more vulnerable, because he/she is left to address complex fire ground issues alone (Murphy, 1993). Murphy suggests that the five functions of Command, Operations, Planning, Logistics, and Finance be defined and condensed on 8 1/2-inch by 11-inch information cards. Standard Incident Command Kit (STICK) cards are to be kept in the Command vehicle to easily be disseminated during a major emergency. If an officer is given the responsibility of Logistics, that officer is given the Logistics STICK card that has the pertinent responsibilities for Logistics clearly spelled out. The STICK system consolidates the basic command values into a simple format that helps officers use ICS to successfully mitigate a large incident (Murphy, 1993). The emergency operations, that had roles and responsibilities clearly defined, were more effective at bringing the incident to a successful conclusion.

In many cases, the emergency responders found themselves struggling to mitigate incidents larger than they had normally experienced. Some believe that you can and should be prepared for these catastrophic events. Borden believes that we have learned a great deal from past earthquakes and major events, but he wonders where the fire service is today in respect to being able to effectively handle these large events (1990). Because emergencies of these types fall into a "strong probable" category, it is imperative that we plan for them in advance. Most often, the difference in an emergency and a disaster is the amount of preparation that goes on before the emergency (Borden, 1990). The structure of ICS can be established and expanded,

depending on the changing conditions of the incident. It is intended to be staffed and operated by qualified personnel from any emergency services agency and may involve personnel from a variety of agencies. The system is used in response to emergencies caused by fires, floods, earthquakes, hurricanes, tornadoes, tidal waves, riots, hazardous materials, or other natural or human-caused incidents. The system must be able to expand in a logical manner from an initial attack situation (Borden, 1990). Expansion of the ICS, by delegation or activation of specific elements within it, should be based on actual needs at the particular incident (1990). Borden makes the case for being prepared to expand the ICS, and then only expand it in a modular form, as the incident dictates.

Smith agreed with most of the other research stating that initial fire attack on smaller fires become routine with the position of command being the only functional part of the ICS being set up. He further states that the IC must be prepared to expand the incident management system based on the incident needs and demands. The aim is to control the incident, not develop a fancy system (Smith, 1995). Smith advocates filling the functions of Operations, Planning, Logistics, and Finance on larger incidents that grow beyond the scope of the IC. Modular expansion, based on the size and type of incident, allows the ICS to grow methodically.

Staffing shortages affect the expansion of the ICS in many of the fire departments reviewed. Daniels points out that the IC is often reluctant to allocate resources to a planning function when suppression staffing is insufficient. This leaves the IC to prioritize and juggle critical decisions in a rapidly changing environment. Often the result is that responder safety suffers because the IC has over-committed limited

resources (Daniels, 2001). Daniels recommends utilizing a command support officer (CSO). The CSO is in a position to assist the IC as well as to gain a glimpse of the command function from the inside. This gives the CSO valuable experience for future command situations (Daniels, 2001). Additional IC staff is required to be able to effectively expand the ICS.

If additional staff are on-scene, there must be an effective way to automatically delegate responsibilities to them. McCormick indicates that the Michigan City, Indiana Fire Department (MCFD) has revised their large-scale emergency guidelines to incorporate the lessons learned from a previous large incident. The revised guidelines now stipulate what companies, chief-officers, off-duty personnel, spare equipment, and mutual aid will be used. The MCFD developed an incident command checklist to simplify responsibilities that need to be addressed by the incident commander. The checklist outlines geographic divisions, functional task groups, sectors, and pertinent information for the IC (McCormick, 1998). Making assignments to general staff prior to an incident, and having them understand the responsibilities associated with those assignments, are crucial to the successful expansion of an ICS.

ICS has also been criticized for its failure to accommodate non-fire entities into its management structure. Another weakness of the ICS pointed out by Cole is the process for transferring command to more senior staff as incidents escalate, and vice-versa as they de-escalate (Cole, 2000). Many departments are advocating the use of overhead teams, specializing in the effective use of the ICS. This approach was used successfully in aiding the Oakland Fire Department with the Loma Prieta earthquake in 1989 (Cole, 2000).

The bombing of the Murrah building in Oklahoma City is an example of an incident, the size and magnitude of which pushed the local incident management system to its limits (Foley, 1995). Initially, all emergency response personnel were operating in a "combat" command posture. When the first bomb scare occurred, all personnel were evacuated and accounted for. This allowed the Oklahoma City Fire Department to re-group and open the ICS "toolbox" in order to utilize the tools that would assist them in managing the incident. Setting up the command post was a turning point towards gaining control of the incident (Foley, 1995). Due to the scope of this particular incident, a Multi-Agency Coordination Center (MACC) was established. This base camp provided a multitude of functional responsibilities which included the housing and feeding of the Urban Search and Rescue (US&R) teams and other emergency personnel, coordination of volunteer activities, the MACC Operations Center, a planning section, and a logistics section (Foley, 1995). Multi-agency coordination is another important function of an ICS.

Some of the lessons learned from the Columbine High School incident in Littleton Colorado dealt with ICS functions (USFA, 1999). It was important to use situation and resource tracking sheets and to communicate vital information about the situation status and the arrival of expected resources down the chain of command. Quickly recalling personnel is a vital element and proved to be effective in establishing a unified command structure at the Columbine incident. Another lesson learned was that in escalating emergency incidents, a planning sector officer should be assigned. Their role should include documenting the situation and tracking resources, conducting planning

meetings, providing incident maps, and developing a demobilization plan (USFA, 1999). Tactical Worksheets are an integral part of an effective ICS.

Cole conducted an exhaustive evaluation of California ICS practitioners. He came up with three recommendations for improving the use of the ICS. He recommends establishing a formalized national systems management process, developing a strategy for promoting ICS as the standardized model for emergency management, and institutionalizing an ongoing national systems evaluation process (Cole, 2000).

Cole describes an effective ICS as one that has scalability, that is, the system's ability to fit the operational requirements of the incident. Additional strengths of an effective ICS are pre-defined hierarchy, uniform terminology, modular structure, incident action plans, and span of control (Cole, 2000).

When an ICS is used improperly, or not used at all, fire fighters' safety can be compromised. In the case of Bill Buttram and Josh Oliver, it cost their lives. They were two inexperienced fire fighters operating at a wildfire on the United States Bureau of Land Management land near Boise, Idaho on July 28, 1995. In the civil case that followed, the Court wrote: "An employer has the duty to exercise reasonable care commensurate with its business in order to protect employees from hazards incident to the employment and to provide them with safe tools, appliances, machinery, and working places" (Nicholson, 1999). In the Buttram case, the IMS was improperly used in many ways. There was a lack of common terminology, no modular organization, and a lack of communications. The command structure was divided, no evidence of an IAP, no evidence of a safety officer, and no safety briefing was given. All units reported to the IC instead of to section leaders. Planning, Logistics, and Finance sections were not

present (Nicholson, 1999). In the wake of the Buttram case, all departments should reevaluate their training in the use of IMS in order to reduce their liability (1999).

Graham describes ways fire departments can reduce their liability. He developed 14 truths that apply to the elimination of fire department civil liability. Three of these truths may have application to expanding an effective IMS. First, fire departments must recognize the incidents that have a high probability of ending up in litigation. These are the large incidents that need your extra attention in making sure your people know how to do the task at hand. Second, you can be held liable for the actions and in-actions of your subordinates. Make sure they know how to do their job. Third, Graham utilizes the acronym SROVT, which stands for Solid, Realistic, Ongoing, and Verifiable Training. Many things in fire service operations go wrong because a well-meaning fire fighter gets involved in an extremely complex incident and that fire fighter does not know what to do (Graham, 2000).

PROCEDURES

The research procedure used in preparing this paper began with a literature review at the Learning Resource Center at the National Fire Academy in September 2000. Additional literature reviews were conducted from October 2001 through December 2001 at the Texas Tech Library located in Lubbock, Texas. The evaluative research looked at other fire departments' incident command systems across the country and compared them to the LFD's ICS to determine the weaknesses in expansion. Critical components of ICS were identified by reviewing the lessons learned from fire departments across the United States who had experienced large incidents

and who had attempted to utilize some form of ICS. Fire departments used for comparison had experienced incidents that were beyond the scope of their normal operations. Looking for common denominators in each of the departments' systems identified the critical components of an ICS (Table 1). These critical components were compared to the LFD's ICS, and changes were recommended to align the LFD's operations with the critical components.

Limitations

When evaluating the ICS of a particular incident, the technical reports and articles did not indicate when the modular structure was developed. It would have been easy for the person writing the report to draw up a modular organization for the incident after the incident was completed. All of the literature reviewed encouraged the use of the ICS; however, many of them did not specify how the ICS grew, in modular form, from beginning to end.

Further study is needed to predict the impact of changing the SOPs for the LFD. This author found that the SOPs were interconnected with other SOPs. If you change the ICS SOP, then you must consider changing High-Rise procedures as well.

Definitions

Command Post - the physical location from where the Incident Commander directs the activities of fire fighters on the incident scene.

EOC - Emergency Operations Center

NFPA - National Fire Protection Association

Sector - a subdivision of an ICS used to break down a complex incident into manageable components. A sector can be geographical (West sector) or functional (Ventilation sector).

SOP - Standard Operating Procedure

Unified Command - An incident that is managed through input from various agencies at the same location. All agency heads formulate consolidated action plans and implement those plans through their respective agencies. There is typically a “lead agency” defined by the scope of the incident.

US&R - Urban Search and Rescue

RESULTS

The results of the literature review indicate several problems with the LFD ICS. The results also indicate that critical functions of an IMS must be staffed and operationally effective at catastrophic emergency incidents, in order for expansion to be effective.

1. **What are some of the problems with the current Lubbock Fire Department Incident Command System?**

The results of the comparisons with other departments revealed that the LFD had two non-existent components required to successfully expand an ICS (Table 1). The lack of written Incident Action Plans (IAP's) was one of the problem areas identified in the LFD ICS. The LFD ICS does not require the IC to formulate and write out an IAP (Appendix B). The second non-existent component of the LFD ICS is the use of the ICS

forms. The LFD has worked with tactical worksheets, but has never worked with any other of the ICS forms.

Even though the LFD does have SOPs in place for an ICS, the SOPs are weak. The results indicated that the SOPs did not contain specific information telling the IC to write out IAPs on all incidents. The SOPs also do not list branches in the modular description of the organization. Branches, divisions and groups are all considered sectors in the LFD ICS procedures. By comparison, this can create confusion when establishing the modular organization. Table 1 also indicates a weakness in the LFD's ability to implement the ICS across agency lines. This is, in part, due to non-specific assignments being made to the general staff prior to incident occurrence. The LFD ICS procedure allows the Deputy Chief and Chief discretion about assuming Command when they arrive on the scene of an incident. Comparisons indicate this situation creates confusion, as to who is in charge of an incident, and inhibits the natural expansion of the modular organization. This was especially evident in New York as described by Goldfarb (1997).

The 2000 edition of NFPA 1561, Standard on Emergency Services Incident Management System, states the emergency services organization shall adopt an incident management system to manage all emergency incidents. Section 2-1.1 of the standard, states the system shall be designed to meet the particular characteristics of the incident based on size, complexity and operating environment (NFPA, 2000). NFPA 1561 lists the following functional positions that support the IC at an incident:

Command Staff - Information Officer, Incident Safety Officer, and Liaison Officer
Planning

Logistics

Operations

Staging

Finance/Administration

Each one of these functions is listed in the LFD ICS procedure. NFPA 1561 also requires the ICS to define standardized supervisory assignments and requires them to be assigned by the IC. The LFD SOP calls for the IC to assign these functional or geographical assignments on an as needed basis (Appendix B). The LFD received a weak mark on SOPs due to non-specific assignments for Command Staff, the omission of Branches, Divisions and Groups, and for not requiring IAPs or the use of ICS forms (Table 1).

Table 1

Use of ICS Components

City/Department	Incident	Adequate SOP's	Common Terms	Modular Expansion	Tactical Worksheet	Multi- Agenc y use	Incident Action Plans	Use of ICS Forms
Littleton	Columbine	W	S	W	S	W	S	W
Oklahoma City	Murrah Building	S	S	S	S	S	S	U
New York	NS	S	S	S	U	S	U	U
LAFD	Loma Prieta	S	S	S	U	S	S	U
Boise	Buttram	W	W	N	N	W	N	N
Lubbock	NS	W	S	W	S	W	N	N

Note. S = Strong; W = Weak; N = Non-existent; NS = Non-Specific; U = Unknown.

2. What are the current types of Incident Command Systems utilized by fire departments that have successfully dealt with catastrophic incidents?

The results indicated all of the departments researched about the use of Incident Management Systems had SOP's in place and were practicing the use of them. The Littleton Fire Department utilized the NFA version of the ICS. Within 45 minutes of the call for help, the Littleton FD had established a Command Post, Operations, Staging, a Medical Group, a Yukon/Caley Division, and a Fire Task Force. Early on in the incident, Littleton had already begun the expansion of their ICS into a Unified Command. One hour into the incident at Columbine, the Littleton Fire Department had added an East and West Division, Logistics, Liaison, Safety, PIO and Aide Officer (USFA, 1999).

The Oklahoma City Fire Department (OCFD) received the call for help on April 19, 1995 at the bombing of the Murrah building. In a matter of minutes, many different agencies had responded with differing roles and responsibilities. These included rescue and treatment of casualties, crime scene preservation, evidence collection, and scene security. The unified command posture of all Oklahoma City agencies was established early into the incident (Foley, 1995). The size and complexity of this incident pushed the incident management system to its limits. By the third day, a Multi-Agency Coordination Center (MACC) was set up along with the City Emergency Operations Center (EOC) and the State EOC. The ICS had grown in modular form to include Operations, Logistics, Plans, and Finance Section immediately under the umbrella of the City EOC. Each of these Sections established Branches under them, creating an inverted tree effect with Groups in each of the Branches (Foley, 1995).

The Loma Prieta earthquake in Los Angeles (LA), California in 1989 created the instant need for an expanded ICS. California uses the Multi-Agency Coordination System that provides a regional network for the coordination of information and allocation of resources through the Office of Emergency Services (Borden, 1990). The LAFD operates under the NFA version of the ICS. The LAFD recommends pre-planning for incidents that fall into the category of “strong probable” for the particular department. The City of LA lists earthquakes as “strong probable” for their region. The City of LA creates examples of an expanded ICS to utilize in the event of an earthquake. This system includes the IC, Operations, Planning, Logistics, and Finance Sections. The Operations and Logistics Sections have Branches with Groups and Divisions in each of the Branches. The LAFD stresses that it is important to remember that the ICS organization builds from the top down. Expansion of the ICS by delegation or activation of specific elements within it should be based on actual needs at the particular incident (Borden, 1990).

3. What are the critical components needed to expand an ICS when major disasters strike?

The critical components for successful emergency scene operations include the positions of IC, Operations, Planning, Logistics and Finance (NFPA, 2000). When disaster or very large emergency incidents occur, all of the critical functions must be operational. In order for that to happen, the Michigan City, Indiana Fire Department (MCFD) revised their large-scale emergency guidelines to specifically stipulate who does what and when they do it. Chief Officers, off-duty personnel, spare equipment and mutual aid companies now have very specific assignments when disaster strikes

(McCormick, 1998). The MCFD developed an IC checklist to simplify the responsibilities that need to be addressed. The ICS, combined with a good command post, a strong command structure, planning, communications, and sufficient forces, training, and equipment, will ensure quick and coordinated action toward successful control of the incident (McCormick , 1998).

Another critical component of an effective ICS is the IAP. People who repeatedly confront a particular task move in stages from the rank of novice to expert. Rather than sifting through a vast stockpile of rules, facts, and wisdom, experts use their experience to recognize distinctive situations. They base their decisions on what has worked in the past. Successful and unsuccessful IAPs are stored in the IC's mind and retrieved when it is time to make critical decisions (Kreis, 1999). For inexperienced ICs or Section Officers, Murphy recommends checklists to prevent commanders from operating by “the seat of their pants” (1993).

Cole lists cross-jurisdictional relationships, standardized forms, delegation of authority, decision-making, and communication of plans as high-level attributes for successfully implementing an ICS (2000). These attributes tie directly into the critical functions previously mentioned.

Goldfarb believes it is imperative to set up an ICS prior to additional resources arriving on the scene. As a part of the pre-fire plan, a large number of officers should be sent to all structure fires to get the ICS in place before additional alarms are called and more units arrive (1997). While this may not be a critical function of an effective ICS, it certainly is an important factor in setting up the critical functions.

A group called FIRESCOPE was formed to develop a command system that would enable emergency organizations to better organize their efforts in mitigating large-scale incidents. FIRESCOPE was developed as a result of large brush fires that consumed portions of Southern California in the early 1970's (Wieder, 1996). At the same time that ICS was emerging in California, Chief Alan Brunacini and the Phoenix Fire department were developing a system called Fire Ground Command. This system was geared towards the more common everyday incident that all fire departments face. Fire Ground Command was not intended to be used for the large-scale incidents that led to the development of the ICS (Wieder, 1996).

In 1991, the National Fire Service Incident Management System Consortium (IMSC) was established. The IMSC recognized that there were two predominant Incident Command Systems in North America. Their goal is to seek out consensus and merge the two predominant systems into one (Wieder, 1996). By 1993, the Consortium adopted their first product titled *Model Procedures Guide for Structural Firefighting*. The Structural Model is designed so that an easy transition may be made into the full-blown ICS should the incident escalate beyond 25 or so companies (p.9, 1996). The IMSC has also developed guides for High-Rise fires and Emergency Medical Incidents and continues to work on Guides for Hazardous Materials incidents, Wildland Fires, and Urban Search and Rescue (US&R) Incidents (Wieder, 1996).

FIRESCOPE has also developed a Field Operations Guide (FOG) for the ICS. The guide lists the responsibilities of the functional positions in the ICS. The guide also lists recommended practices and modular organizational charts for Hazardous Materials, US&R, High Rise Fires, and Multi-casualty incidents. The FOG manual was

specifically written for California practitioners; however, it provides valuable information that could be beneficial for all ICS practitioners (FIREScope, 2001).

4. How can the Lubbock Fire Department effectively expand its ICS at high-risk, low frequency disasters?

Results indicate that teamwork, checklists, and comprehensive training programs are effective means to expand an ICS at catastrophic emergencies. At every scale of implementation ICS fosters teamwork, and in turn the system benefits from it. Stronger teamwork leads to better results, which make the team stronger and capable of yet better results (Cole, 2001). Teamwork synergy, as described by Covey, exists in an environment of communication, which exhibits a high level of trust and cooperation (Covey, 1989). In an environment of low trust and low cooperation, people are on the defensive seeking a win/lose or a lose/win situation. At the mid-level of communication individuals seek compromise, and at the highest level of trust and cooperative communication, a synergistic win/win situation develops (Covey, 1989). Teamwork synergy is the result of a highly self-organized process in which an individual's contributions are valued, recognized, and incorporated into team behavior from day one (Cole, 2001). Teamwork synergy is critical for the expansion of the ICS.

The FOG manual was developed to help deal with wildland fires in California (FIREScope, 2001). The manual gives information concerning the proper use of the ICS forms that were developed by FIREScope. The FOG manual also recommends scheduling coordination between the Section Chiefs, so that all Section Chiefs are working on the same page (FIREScope, 2001). Murphy recommends adding an

Agency Representative Checklist to those already created in the FOG manual (1993). These checklists help the IC organize, document and expand the ICS in an effective manner.

Graham espouses solid, realistic, ongoing, verifiable training (SROVT) for fire departments to reduce liability. Many of the lawsuits he encounters deal with low frequency, high-risk operations. Therefore, the only way to minimize the liability comes in the form of quality training programs that address the low frequency, high-risk incidents (Graham, 2000). Large catastrophic incidents fall into this category. Effective expansion of an ICS requires training before the incident occurs. The LFD can only enhance its ability to effectively expand its ICS through a comprehensive training program, both internally and externally.

DISCUSSION

The results indicated several problems with the LFD ICS. This author initially believed that the most significant problems dealt with Branches and Groups being replaced by the term Sector. While this is a minor implemental problem, it is not critical to the expansion of the ICS on a major incident. IMSC recognized this same problem and is currently addressing it at a national level. Other functional problems with the LFD ICS became apparent. Data collected supported the use of ICS forms, multi-agency training, specific assignments for general staff positions, and the extensive use of checklists for section officers and ICs. These components are identified as weak or non-existent areas of the current ICS for the LFD.

The successful expansion of an ICS depends on many factors. The ICS must be set up early in an incident. This task is manpower intensive and requires general staff to fill the needed positions. The DCs must clearly understand the scope of responsibility for each of the critical ICS functions and understand how critical it is to expand the ICS in modular form for every incident. The IC must delegate responsibilities early in the incident, as the incident grows. The IC must write out IAPs and disseminate them to section officers. In organizing an expanding ICS, the IC must utilize the ICS forms to properly document and track all resources and responsibilities. It is imperative for individuals, who will be in charge at smaller incidents, to have advanced training on the ICS. This training must also be given to multiple agencies that respond to catastrophic emergency incidents. In order for an ICS to expand to meet the needs of an escalating incident, teamwork is essential.

ICS exists only because of inspired, and visionary leadership. ICS is a true evolutionary system, a self-organized design-in-progress. It is for use in the most complex environments known and for the purpose of systematically managing chaos when it spins out of control (Cole, 2001). The ICS can make a chaotic incident manageable. No one can be totally prepared for the type of catastrophic incident that hit New York City in September of 2001, but the LFD can take actions now to better prepare for an expanding ICS. The LFD is not unlike many other fire departments in the nation. We handle over 90% of our calls without expanding the ICS beyond the IC/Operations functions. The City of Lubbock has the high probability of having a catastrophic event such as a tornado or terrorist attack. The LFD will have to make

some changes in the ICS operating procedures to improve its capability of expanding the ICS. Major changes, in working with and training other agencies, will have to occur.

Moses knew moving 600,000 people out of Egypt required a plan. It required the proper delegation of responsibilities to section leaders. It required multi-agency coordination and God chose the use of tablets, instead of ICS forms, to guide them.

RECOMMENDATIONS

Based on the comparison of Fire Departments across the nation and on nationally accepted principles and practices, these recommendations are offered for expanding the ICS for the LFD:

1. Change the SOPs for the current LFD ICS.

These changes should mirror the *Model Procedures Guide for Structural Firefighting*. Changes in the SOP should also require the highest-ranking officer on the incident scene to assume command of the incident. This will eliminate confusion on the incident scene and will ensure the adequate expansion of the ICS. The new SOP's should also mandate written IAPs on all incidents and the use of the ICS forms.

Recommended changes in the LFD SOPs are found in Appendix E.

2. Conduct training.

Advanced ICS training should begin with the District Chiefs in the LFD. Additional training should be given to all general staff personnel who are to be included in the implementation of the ICS. Prior to conducting the training sessions, all changes in the LFD SOPs should be completed. Further research is needed to see if the curriculum is developed for the Model Procedures Guide. State fire training facilities should be able to

help distribute the curriculum. Multi-agency training is necessary for the effective use of an expanding ICS. In the coming year, the City of Lubbock has two multi-agency training drills scheduled. The first exercise will be dealing with Weapons of Mass Destruction. The second exercise is a mass-casualty drill at the airport, which is required every three years. It is imperative to conduct ICS classes with all of the emergency responding agencies prior to these drills. This type of training was listed as crucial after the city officials returned from the EMI All Hazards Course. The training has yet to be completed.

3. Utilize the FIRESCOPE (FOG) manual checklists, ICS forms, and FDOscene software effectively.

The LFD can utilize the checklists in the FOG manual to assist the Section Chiefs in using the proper ICS forms. Appendix A is the checklist from the FOG manual; modified to meet the emergency response needs in Lubbock. It is recommended that these checklists be put into a packet for each of the functional responsibilities of an expanded ICS. For example, when the incident escalates to the point of needing a Plans Section activated, the IC could simply make the assignment to any officer and give them the "Plans" packet. The packet would include the FOG checklist for the Plans Section Chief and all of the associated ICS forms used by the Plans Section Chief. The checklists include the forms required by the Section Chief. The same packets have been developed for the IC, Operations, Logistics, and Finance.

4. Make specific general staff assignments to the LFD ICS.

This author recommends that the LFD make assignments to the ICS prior to having a catastrophic incident. The assignments should include responsibilities for all fires of two or more alarms. Staff assignments should include the personnel listed in Table 2.

Table 2

General Staff Assignments to the LFD Incident Command System

General Staff by call #	LFD Assignment	ICS Position Assignment	Backup
800	Fire Chief	EOC	801 or 803
801	Support Deputy Chief	EOC/Finance Section Chief	Off duty Dist. Chief
803	Operations Deputy Chief	IC	800 or On-duty Dist. Chief
840	Training District Chief	Logistics Section Chief	830 or 841 or 842
841	Training Captain	Safety Officer	842 or 843
842	Training Captain	Safety Officer	841 or 843
843	Training Lieutenant	PIO	PD or City - PIO
830	Fire Marshal	Liaison Officer	831 or 832 or 840
831 Mh	Assistant Fire Marshal	Documentation Unit Leader	832 or 833
832Eh	Assistant Fire Marshal	Assigned as needed	833, 834
833, 834, 835 & 836ml	Deputy Fire Marshal	Assigned as needed	835, 836

Table 2 (CONTINUED)

General Staff by call #	LFD Assignment	ICS Position Assignment	Backup
837 & 838dr-al	Insp./Insv.	Assigned as needed	None
810	On-duty District Chief	1 st in - Operations Section Chief 2 nd in - Planning Section Chief	Designated by IC
820	On-duty District Chief	1 st in - Operations Section Chief 2 nd in - Planning Section Chief	Designated by IC

The general staff assignments in Table 2 are also listed in the revised LFD ICS procedures (Appendix E).

REFERENCES

- Borden, Frank W. (1990). *Command Structure and the Major Urban Earthquake*. American Fire Journal: January, 1990, 22-39.
- Brunacini, Alan V. (1985) *Fire Command: Quincy, Maine*: National Fire Protection Association.
- Cole, Dana (2000, February). *The Incident Command System: A 25-Year Evaluation by California Practitioners*. Executive Planning, Emmitsburg, MD: National Fire Academy.
- Cole, Dana (2001, January). *Chaos, Complexity and Crisis Management: A New Description of the Incident Command System*. Executive Leadership, Emmitsburg, MD: National Fire Academy.
- Covey, Stephen R. (1989). *The Seven Habits of Highly Effective People*. New York, New York: Fireside Publishing.
- Daniels, David (2001). *Command Support: The Time Has Come*. Fire Engineering: August, 2001, 105-106.
- FIRESCOPE Fire Service Field Operations Guide* (2001). Riverside, CA: FIRESCOPE.
- FIRESCOPE Incident Command System for Fire Department Structure Fire Operations*. (1994). Riverside, CA: FIRESCOPE.
- Foley, Stephen (1995). *Incident Management-Successful Utilization at Oklahoma City*. Responder: July, 1995, 36-38.

Goldfarb, Ted (1997). *Putting the Incident Command System in Perspective*. Fire Engineering: January, 1997, 64-72.

Graham, Gordon (Speaker). (2000). *Fire Department Liability: The True Story*. [Video]. [Online] Available: <http://www.gearshop.com>.

Kreis, Steve. (1999). *Incident Action Plans*. Fire Engineering: December, 1999, 64-70.

McCormick, Patrick J. (1998). *Implementing ICS: It's Not the Size of the Department; It's the Demands of the Incident*. American Fire Journal: February, 1998, 11-13.

Murphy, John J. Jr. (1993). *Fire Command: The "Stick" Method*. Fire Engineering, August, 1993, 113-124.

Nelson, Thomas (1975). *The Holy Bible*. (The Open Bible ed.). Nashville, Tennessee: Thomas Nelson Inc. Publishers.

NFPA [National Fire Protection Association] (2000). *NFPA 1561, Standard on Emergency Service Incident Management System*. Quincy, MA.

Nicholson, William C. (1999). *Fire Service Court. Beating the System to Death: A Case Study in Incident Command and Mutual Aid*. Fire Engineering: October, 1999, 128-134.

Smith, James P. (1995). *Fire Studies. Incident Management System*. Firehouse: April, 1995, 16-18.

United States Fire Administration [USFA] (1999). *Wanton Violence at Columbine High School*. (USFA-TR-128). Emmitsburg, MD: Federal Emergency Management Agency.

Wieder, Mike (1996). *An Overview of the National Fire Service Incident Management Consortium*. *Speaking of Fire*: Winter, 1996, 7-9.

**APPENDIX A
ICS CHECKLIST**

INCIDENT COMMANDER CHECKLIST:

<input type="checkbox"/> Assess situation.	<input type="checkbox"/> Ensure Incident Status Summary (ICS-209) is completed and forwarded.
<input type="checkbox"/> Determine objectives.	<input type="checkbox"/> Complete ICS form # 201 and distribute to Ops.,Plans, Logs., and Fin.
<input type="checkbox"/> Establish priorities.	<input type="checkbox"/> Complete ICS form # 202.
<input type="checkbox"/> Establish Command Post.	<input type="checkbox"/> Complete ICS form # 203.
<input type="checkbox"/> Establish appropriate organization.	<input type="checkbox"/> Complete ICS form # 207 and distribute to Ops.,Plans, Logs., and Fin.
<input type="checkbox"/> Approve and authorize Incident Action Plan.	<input type="checkbox"/> Complete ICS form # 209.
<input type="checkbox"/> Ensure adequate safety measures are in place.	<input type="checkbox"/> Complete/Maintain ICS form # 214.
<input type="checkbox"/> Coordinate activity of all Command and General Staff.	<input type="checkbox"/> Complete ICS form # 213 as needed.
<input type="checkbox"/> Approve allocation and release of resources.	<input type="checkbox"/> Order demobilization of the incident when appropriate.
<input type="checkbox"/> Authorize release of information to the Media.	<input type="checkbox"/> Turn in completed forms to the Plans Chief.

APPENDIX A (CONTINUED)

ICS CHECKLIST

OPERATIONS SECTION CHIEF CHECKLIST:

<input type="checkbox"/> Develop Operations section of the Incident Action Plan (IAP).	<input type="checkbox"/> Report information about special activities, events, and occurrences to Incident Commander.
<input type="checkbox"/> Brief and assign Operations section personnel in accordance with the IAP (Give them a copy of the IAP, if possible).	<input type="checkbox"/> Review completed ICS #201 and/or #207 from Incident Command.
<input type="checkbox"/> Supervise Operations section.	<input type="checkbox"/> Complete ICS form #204.
<input type="checkbox"/> Determine need and request additional resources.	<input type="checkbox"/> Complete/Maintain ICS form #214.
<input type="checkbox"/> Assemble and disassemble strike teams assigned to Operations section.	<input type="checkbox"/> Recommend demobilization of equipment and personnel to Incident Commander as needed.
<input type="checkbox"/> Complete ICS form # 213 as needed.	<input type="checkbox"/> Complete ICS form #213 as needed.
<input type="checkbox"/> Review suggested list of resources to be released and initiate recommendation for their release.	<input type="checkbox"/> Turn in completed forms to the plans Chief.

APPENDIX A (CONTINUED)
ICS CHECKLIST

PLANNING SECTION CHIEF CHECKLIST:

<input type="checkbox"/> Collect and process situation information about the incident. (ICS forms #201, 207)	<input type="checkbox"/> If requested, assemble and disassemble strike teams and task forces, not assigned to Operations.
<input type="checkbox"/> Supervise preparation of the Incident Action Plan (IAP).	<input type="checkbox"/> Establish special information collection activities; e.g. weather, environmental, toxics, etc.
<input type="checkbox"/> Provide input to the Incident Commander and Operations Section Chief in preparing the Incident Action Plan.	<input type="checkbox"/> Assemble information on alternative strategies, provide periodic predictions on incident potential and report any significant changes in incident status.
<input type="checkbox"/> Reassign out-of-service personnel already on site to ICS organizational positions as appropriate.	<input type="checkbox"/> Incorporate Plans, (Traffic, Medical, Site Safety, and Communications) into the Incident Action Plan
<input type="checkbox"/> Establish information requirements and reporting schedules for Planning Section units.	<input type="checkbox"/> Oversee preparation of Demobilization Plan. (ICS form 221) Complete and display ICS form #209.
<input type="checkbox"/> Determine need for any specialized resources in support of the incident.	<input type="checkbox"/> Set up filing system and document the Incident.
<input type="checkbox"/> Complete ICS form # 213 as needed.	<input type="checkbox"/> Complete/Maintain ICS form #214.

APPENDIX A (CONTINUED)

ICS CHECKLIST

LOGISTICS SECTION CHIEF CHECKLIST:

<input type="checkbox"/> Plan organization of Logistics Section. (Service Branch, Support Branch, etc.)	<input type="checkbox"/> Advise IC on current service and support capabilities.
<input type="checkbox"/> Notify Resources Unit of Logistics Section units activated including names and locations of assigned personnel.	<input type="checkbox"/> Prepare service and support elements of the IAP and estimate future service and support requirements.
<input type="checkbox"/> Assemble and brief Branch Directors and Unit Leaders.	<input type="checkbox"/> Receive Demobilization Plan from Planning Section.
<input type="checkbox"/> Participate in preparation of the Incident Action Plan. Review IAP and estimate Section needs for next operational period.	<input type="checkbox"/> Recommend release of unit resources in conformity with Demobilization Plan.
<input type="checkbox"/> Identify service and support requirements for planned and expected operations.	<input type="checkbox"/> Track Resources on ICS form #'s 201 and 259.
<input type="checkbox"/> Provide input to & review the Traffic, Communications and Medical Plans.	<input type="checkbox"/> Check-in resources on ICS form #211.
<input type="checkbox"/> Complete ICS form # 213 as needed	<input type="checkbox"/> Complete/Maintain ICS form #214

APPENDIX A (CONTINUED)

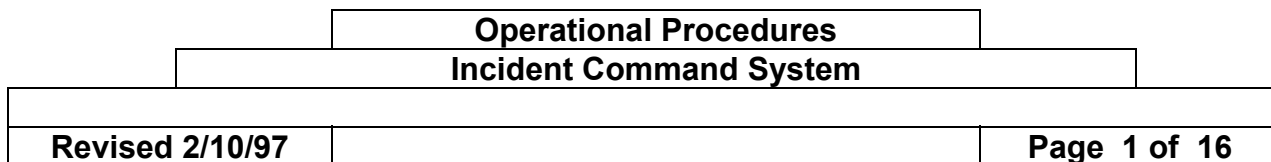
ICS CHECKLIST

FINANCE SECTION CHIEF CHECKLIST:

<input type="checkbox"/> Manage all financial aspects of an incident.	<input type="checkbox"/> Maintain daily contact with City's EOC on Finance/Administrative matters.
<input type="checkbox"/> Provide financial cost analysis information as requested.	<input type="checkbox"/> Ensure that all personnel time records are accurately completed and transmitted to home agency.
<input type="checkbox"/> Gather pertinent information from responsible agencies.	<input type="checkbox"/> Provide financial input to Demobilization Planning.
<input type="checkbox"/> Develop operating plan for the Finance Section; fill supply and support needs.	<input type="checkbox"/> Ensure that all obligation documents initiated at the incident are properly prepared and completed.
<input type="checkbox"/> Determine need to set up and operate an incident commissary.	<input type="checkbox"/> Brief EOC on all incident related financial issues needing attention or follow-up prior to leaving incident.
<input type="checkbox"/> Meet with assisting and Cooperating Agencies as needed.	<input type="checkbox"/> Complete/Maintain ICS form #214
<input type="checkbox"/>	<input type="checkbox"/> Complete ICS form # 213 as needed

APPENDIX B
Current ICS Procedure

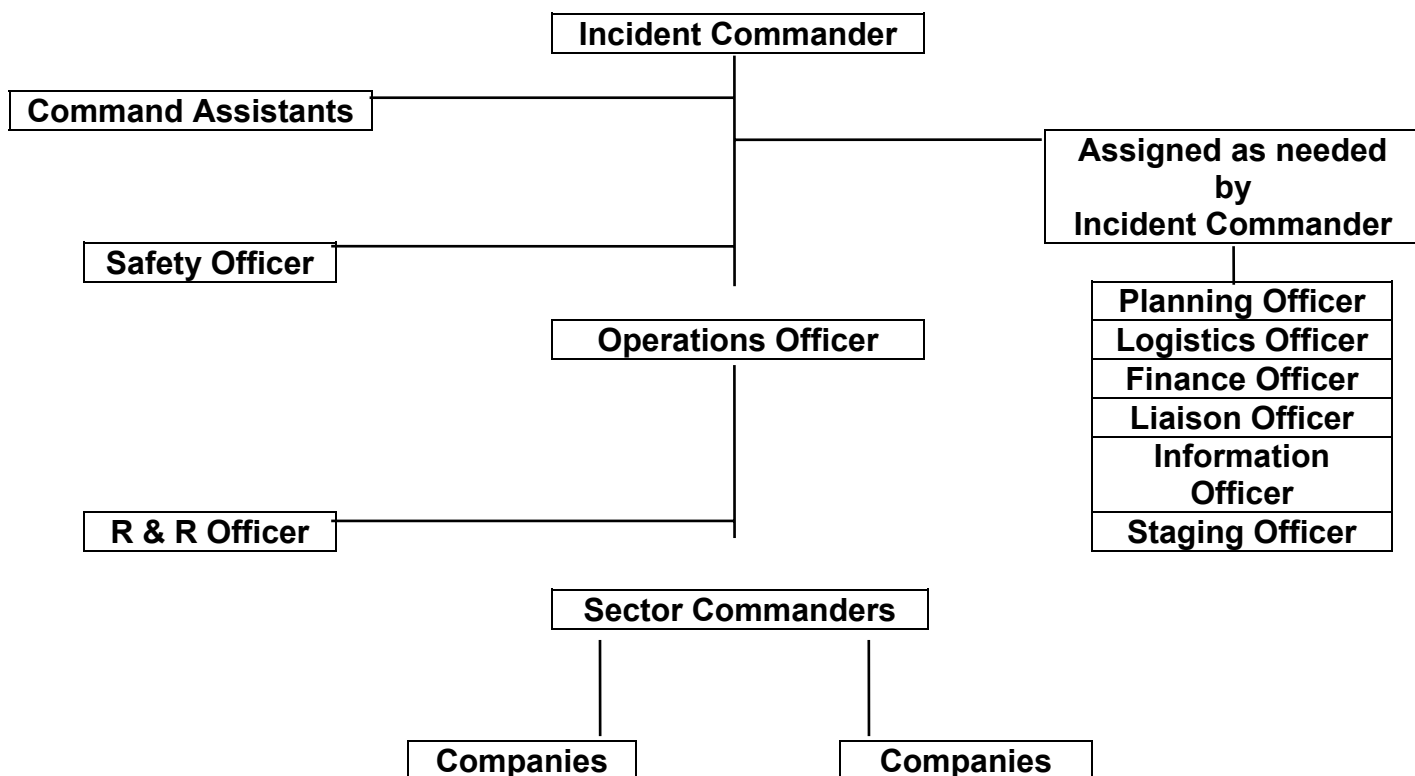
Lubbock Fire Department



I. Purpose

To establish a system of standard procedures for command functions to be used at all major emergency incidents.

II. ICS Organization Chart



APPENDIX B (CONTINUED)

III. Establishment and Transfer of Command

- A. The function of Command is to assume responsibility for overall management of the incident. Command establishes the strategy and tactics and coordinates the activities of other available and responding resources and has the ultimate responsibility for the success of the incident.
1. The first arriving officer or acting officer will formally assume command of the Incident on arrival. If the officer determines through his/her size-up that personal intervention can have a positive impact on the emergency, (such as a quick interior attack to halt the spread of fire) he/she may assign themselves to a sector. Once assigned to a sector that officer can no longer effectively manage the overall incident and should transfer command to the next incoming unit.
 2. In the event an engine company officer has command of an incident when the truck company arrives, the first truck company officer shall assume command of the incident until relieved by the District Chief.
 3. The District Chief will assume command when he arrives. A face-to-face exchange of information should occur immediately between the District Chief and the officer he is relieving. If this is not possible, information will be communicated promptly by radio about conditions and operations in progress.
 4. The District Chief will establish an On-Scene Command Post and will notify Dispatch of it's locations. Example: "Dispatch, 810 at 1300 50th Street, setting up Command at east side of the building." If the Command Post is later moved to a different location, this must be clearly communicated. Such locations usually can best be identified by a direction (North, South, East, or West) or by a street (50th Street side, etc.).
 5. If there are simultaneous alarms working at the same time, Command should designate a name for the incident such as "First Street Command". This will help eliminate confusion among other units and Dispatch as to whether a call is from "First Street Command" or another incident operating as "Main Street Command".

APPENDIX B (CONTINUED)

6. If the Chief or Deputy Chief assumes command (at their discretion) from the District Chief, a face-to-face communication should occur regarding conditions, resources, and reassignment of the District Chief. Usually, when this happens, the District Chief will be reassigned to one of the other key ICS positions.
7. Any time a change of command occurs, the new IC will see that it is announced on the Incident Channel and on the Primary Channel.
8. When command has been established, companies will not begin any operation without approval of Command (or Operations).

IV. Communications Procedures

- A. All companies will automatically switch their radios to the Incident Channel assigned by Dispatch and operate on that channel until the incident expands to the point that the Incident Commander makes additional radio channel assignments
 1. The IC must be alert to the need to continue to contact companies involved with interior attack on the primary channel until he knows they have changed channels.
- B. All personnel at major incidents must give thought and effort to making radio communications as brief and clear as possible. Face-to-face communications should be used when practical, instead of by radio. These efforts will be vitally important for accomplishing necessary communications within radio system capabilities at major incidents.
- C. All individuals in command positions must be alert to the information needs of those who report to them and of the individual they report to. The safety and effectiveness of an emergency operation will often depend on the quality of information available to the people involved.
- D. In order for Command to adequately track personnel and for Sector Commanders to know the number personnel that are assigned to their sector, good communications are essential. The following procedures will help Command adequately track personnel at all times.

APPENDIX B (CONTINUED)

1. When companies report on the scene they should inform command of the number of personnel on that piece or apparatus.
 2. When Command or operations assigns companies to an existing Sector he/she should inform that Sector Commander of the number of personnel or companies he/she is sending to that sector.
 3. When personnel or companies arrive in their assigned sector they should report their arrival to the sector commander. In order to help cut down on radio traffic this should be done face to face if possible.
 4. When the sector commander receives the assigned personnel he/she should inform command of their arrival.
- E. It may be necessary at an emergency incident to immediately evacuate all personnel from a hazardous area. This could be the result of structural instability, deteriorating fire conditions, chemical release, etc. When it becomes necessary to evacuate firefighters, it is critical that all firefighters hear and are aware of orders to evacuate the hazard area. The following is the procedure for the emergency evacuation signal.
1. Command will ask dispatch for emergency traffic on the even or odd channel group.
 - a. This will allow the warning tone to be heard on all the even or odd channels.
 2. Dispatch will then give the warning tone on the requested group.
 3. After tone is received, command will give orders to evacuate the hazard area using the "all call" feature on the radio.
 - a. The district chiefs and staff officers are the only ones who will have this capability.
 - b. If a unit is in command other than a district chief, the orders to evacuate will have to be given on the appropriate channels.

APPENDIX B (CONTINUED)

4. Command will then instruct one of the on-scene units to give three (3) blasts of the air horn.
 - a. This will usually be the first-in engine since the equipment operator will be with the engine.
 - b. Air horn blasts should be approximately two seconds in length with a one-second pause between blasts.
 5. Command will then repeat orders to evacuate the hazard area.
 6. Companies in the hazard area will report to Command that they received the message and are evacuating the area.
 7. Once companies are out of the hazard area, command will conduct a personnel accountability report (PAR) of all units to ensure no one is still in the hazard area.
- F. Telephones/mobile phones should be used for lengthy communications between the emergency and EOC or Dispatch when possible to conserve radio capabilities.

V. Definitions

- A. INCIDENT COMMAND SYSTEM (ICS):
1. Basic elements of ICS will be used at every emergency incident. Other elements of ICS will be added or expanded to the degree necessary to meet the needs for effective coordination and control at each individual incident.
 2. The structure of the ICS is divided into eight functional areas:
 - a. Command
 - b. Operations
 - c. Planning
 - d. Logistics
 - e. Finance
 - f. Safety
 - g. Liaison
 - h. Public Information

APPENDIX B (CONTINUED)

- B. INCIDENT COMMANDER (IC):
1. This is the officer who is responsible for all on-scene operations and for on-scene communications with Dispatch. Responsibilities of the IC will include such things as:
 - a. Assure appropriate consideration and actions regarding:
 - 1). Rescue
 - 2). Exposures
 - 3). Confinement
 - 4). Extinguishment
 - 5). Ventilation
 - 6). Salvage
 - 7). Overhaul
 2. Provide for life safety of all personnel and civilians at the incident.
 3. Provide for a minimum of the following communications to Dispatch:
 - a. Size-up (Report of conditions on arrival or changing conditions)
 - b. Location of Command Post
 - c. All-clear (Primary search completed, victims removed)
 - d. Signal 10-14 (Situation under control)
 - e. Command Terminated
 4. Establish and coordinate ICS positions as needed to provide effective coordination and control of the incident. In order to meet his responsibility for accomplishing a safe and effective overall operation, the IC must delegate command responsibility for parts of the operation to others and restrict himself to a position of overall command and control.
 5. Reduce the scope of ICS positions at the appropriate time in a well planned manner to down scale and terminate the incident in an orderly fashion.

APPENDIX B (CONTINUED)**C. COMMAND:**

1. This is the radio designation for the IC or whoever is handling radio communications for him at the Field Command Post.

D. COMMAND POST (CP):

1. In most cases this will be a District Chief's vehicle. In a large or long-lasting incident, it could be a nearby building--with communications handled by walkie talkies, portamobile, and telephone or a specially equipped vehicle designed to serve as a field command post.

E. COMMAND ASSISTANT(S):

1. This is the individual or individuals assigned to the CP to assist with radio communications and maintain status information regarding:
 - a. Incident conditions
 - b. Sector assignments
 - c. Company assignments
 - d. Companies in staging
 - e. Companies in R&R
 - f. Other pertinent information

F. OPERATIONS:

1. This is the radio designation for the Operations Officer.
 - a. In incidents which are small or moderate in scope, the IC will coordinate everything involved with the incident including direct control and coordination of the Sector Commanders.
 - b. In incidents which require a second or greater alarm response, an Operations Officer position will be activated. Unless otherwise directed, the second in District Chief will assume command of the incident on his arrival and the District Chief who was the first to arrive will move to the Operations officer position.

APPENDIX B (CONTINUED)

- 1). Operational Sector Commanders will always report to and communicate with OPERATIONS rather than COMMAND. In the smaller incidents where the ICS is handling the duties of the Operations Officer, calls directed to "Operations" will be answered by the IC.
- c. The Operations Officer will coordinate the use of all operational sectors and resources which are in the operational area or in R&R. He will request any additional resources needed through the IC.
- d. Activation of the Operations Officer position will free up the IC to concentrate on other issues involved in providing overall coordination for a major incident.
- e. The Operations Officer will normally operate at or near the Command Post with the IC.

G. PLANNING:

1. This is the radio designation for the Planning Officer. The Planning Officer will be responsible for gathering and assimilating information in the areas of Situation Status and Resource Status.
2. Situation Status is information regarding the incident itself. The Planning Officer should gather as much information as possible regarding such things as what has happened, what is involved and potential for spread. Some sources of information will be: radio traffic, contacting owner's representatives, outside agencies or specialists, pre-fire plans, etc.
3. Resource Status is information regarding resources currently at the scene, potential need for additional resources, and/or possibilities for releasing on-scene resources.
4. In incidents which are small or moderate in scope, the IC will handle Planning responsibilities. When needed in larger or more complex incidents, the IC will appoint a Planning Officer.
5. The Planning Officer will operate, as far as practical, at or near the Command Post and will provide planning information to the IC and Operations Officer.

APPENDIX B (CONTINUED)**H. LOGISTICS:**

1. This is the radio designation for the Logistics Officer. The Logistics Officer will be responsible for providing services and supplies as needed to support the overall operation.
 - a. This will include providing for such things as:
 - 1.) Fuel and maintenance
 - 2.) Ordering and storing supplies
 - 3.) Medical aid
 - 4.) Added communications capabilities
 - 5.) Feeding and shelter for personnel
 - 6.) Shelter and transportation for victims and evacuees
2. In incidents which are small or moderate in scope, the IC will handle Logistics responsibilities. When needed in larger or more complex incidents, the IC will appoint a Logistics Officer.
3. The Logistics Officer will operate, as far as practical, at or near the Command Post and will keep the IC appropriately informed regarding the status of logistics.
4. The logistic officer should be aware that he/she may have a counterpart at E.O.C. who is also assigned to logistics. These two officers will need to work together to coordinate their actions.

I. FINANCE:

1. This is the radio designation for the Finance Officer. The Finance Officer is responsible for all financial aspects at the scene of the incident.
 - a. This will include such things as monitoring and recording:
 - 1.) Personnel Costs
 - 2.) Overtime Costs
 - 3.) Costs for contractors, vendors and other agencies
 - 4.) Potential claims due to injuries or property damage
 - 5.) Costs for supplies, equipment, or personnel which might be reimbursable by property owners, government agencies, etc.

APPENDIX B (CONTINUED)

2. In incidents which are small or moderate in scope, the IC will handle Finance responsibilities. When needed in larger or more complex incidents, the IC will appoint a Finance Officer.
3. The Finance Officer will operate, as far as practical, at or near the Command Post and will keep the IC appropriately informed of major financial concerns.
4. The Finance Officer should be aware that he/she may have a counterpart at E. O. C. who is also assigned to Finance. These two officers will need to work together to coordinate their actions.

J. SAFETY OFFICER:

1. Unless it is a high rise incident or otherwise directed, the second-arriving Truck Company Officer will automatically assume the duties of Safety Officer upon arrival at all second or greater alarm incidents. If the incident is a high rise incident, follow the High Rise Procedure. Unless otherwise directed, the first-arriving Training Officer will, after checking in at the CP, replace the Truck Company Officer as Safety Officer. The Truck Company Officer will then report to Command for re-assignment.
2. At the scene of an incident, the Safety Officer is responsible for monitoring and assessing hazards or unsafe situations. The Safety Officer keeps Command informed of present and potential conditions and hazards so effectiveness and safety can be built into the action plan. The Safety Officer has authority to take immediate steps if necessary to correct unsafe acts or remove personnel from imminent danger. He should promptly inform Command of any action taken.
3. The Safety Officer at an incident will act as an agent of the Lubbock Fire Department Safety Officer, who is the current chairman of the Safety and Loss Prevention Committee. The Safety Officer at an incident may submit general recommendations for improved safety at emergency incidents to the Fire Department Safety Officer.

APPENDIX B (CONTINUED)

K.

LIAISON OFFICER:

1. This is the individual responsible for contact and coordination with other agencies involved in the incident to insure that there is no duplication of effort and that their resources are used to the fullest advantage.
2. In incidents which are small or moderate in scope, the IC will handle Liaison responsibilities. When needed in larger or more complex incidents, the IC will appoint a Liaison Officer. The Liaison Officer will operate at or very near the Command Post as far as possible.

L.

**PUBLIC INFORMATION
OFFICER (PIO):**

1. The Fire Department should have only 1 official spokesperson at each incident. The Incident Commander will fill the role of spokesperson until that duty is officially passed to someone else. Anyone assuming the role of spokesperson must check in at the command post with the Incident Commander and be briefed as to the conditions of the incident.
2. The official spokesperson at each incident shall follow the policies and procedures as set forth in the Media Relations Procedures in the General Procedures Division of the LFD Procedures Manual..

M.

SECTOR:

1. This is a specific area or portion of an incident. In some cases it can be a specific function, such as ventilation or search and rescue. Sectors must always be clearly identified. Examples: North Sector, South Sector, East Sector, West Sector, Ventilation Sector, Search and Rescue Sector.
2. At all working incidents, the IC (or Operations Officer) will establish sectors for areas or functions of the incident which he cannot efficiently and effectively coordinate from his position. The IC will be required to establish sectors at all second or greater alarm incidents.

APPENDIX B (CONTINUED)

3. Some examples of sectors which could be established are:
 - a. Interior Sector: This could be the first arriving engine company who advanced a line for the interior attack. The second engine company might join them with another line. Upon arrival and setting up Command, the District Chief could designate the officer of either company, or some other officer, to serve as Sector Commander. If more than one interior sector was established, they would need to be clearly identified, such as "Southeast Interior Sector" and "Southwest Interior Sector".
 - b. North Sector: This could be a sector made up of the companies operating at the north side of the building or northern areas of the incident.
 - c. Roof Sector: This could be one or more companies operating on the roof.
 - d. S & R Sector. This could be a Sector Commander and several companies or individuals assigned to perform Search and Rescue.

N. SECTOR COMMANDER:

1. This is the officer assigned to control and be responsible for all companies and all operations in his sector.
2. All radio communications between the sector and Operations will be handled by the Sector Commander.
3. The Sector Commander is responsible for keeping Operations informed of positions, progress and needs.
4. A Sector Commander will usually be a Lieutenant or Captain; however, an individual assigned as a Sector Commander is in charge of that sector regardless of rank, until relieved or replaced at the direction of the Operations Officer.

APPENDIX B (CONTINUED)

5. It is the responsibility of the Sector Commander to understand and accomplish assigned tasks. The safety of all assigned personnel is a paramount responsibility of the Sector Commander.
 6. Sector Commanders and Company Officers in their sector will communicate face-to-face rather than by radio as far as practical, in order to minimize radio traffic.
 7. Some guidelines to assigning sectors are:
 - a. Every area of activity at an emergency incident should be under the command and control of a specific individual (Sector Commander)
 - b. Sectors are to be able to expand (by adding more companies or personnel).
 - c. Sectors are to be able to divide and create new sectors when they expand beyond the ability of one officer to properly monitor and control activities.
 - d. The Operations Officer (or IC) should add sectors as needed to assure that each area or major function is properly commanded without taking his attention away from his overall command functions.
- O. PRIMARY SEARCH:
1. The response to all structure alarms must include, as an immediate priority, a primary search for occupants or victims. It is mandatory that an "All Clear" message, or information about victims, be transmitted to Dispatch promptly for all such incidents. The primary search must include all portions of the building which are in hazard due to fire or smoke and into which fire fighters can gain access.
 2. A primary search may be only a visual scan in a situation where no smoke or fire is present; or, it may be a multiple-company operation in a large apartment building, hotel, or hospital. Any area fully involved in fire is considered to be inaccessible for primary search purposes.

APPENDIX B (CONTINUED)**P. SECONDARY SEARCH:**

1. This search is conducted during or after fire extinguishment, especially in areas where a primary search was not possible. The secondary search is to verify the absence (or presence) of victims, prior to overhaul and termination of the incident. Ideally, the secondary search should be conducted by different personnel than conducted the primary search. Completion and results of the secondary search will be communicated to Dispatch by the IC.

Q. LEVEL I STAGING:

1. This procedure will automatically apply to all companies answering on second or greater alarm, unless instructed otherwise.
2. Truck Companies will stage in their directions of travel, uncommitted, approximately one block from the scene until assigned by Command.
3. Engine Companies will stage near the most suitable fire hydrant in route to the scene until assigned by Command.
4. Upon reaching their staging location, companies will report their arrival to Dispatch on the Primary Channel, and then they will report, on the Incident Channel, that they are standing by and their direction from the scene. Example: "Engine 1 standing by South, at a hydrant", "Aerial 7 standing by West"
5. Company officers will be alert to re-announce their position if it appears that they have been overlooked or forgotten by Command.

R. LEVEL II STAGING:

1. Level II Staging will be used in incidents which are complex and of long duration to provide a reserve of companies and/or other resources near the scene.
2. The staging area will be designated by Command and should be approximately one block or more away from the scene and from the Command Post. In some cases, Command may ask the Staging Officer to scout the best locations for the Staging Area and report back to Command.

APPENDIX B (CONTINUED)**S. STAGING OFFICER:**

1. The first officer to arrive at the staging area will automatically become the staging officer. This officer will assure that the location of the staging area is clearly announced on the radio. This officer will retain the duties of staging officer until he is relieved by a staging officer appointed by Command or until his company is called into action.
2. The radio designation for the staging area will be "Staging". All communications involving Staging will be with the Staging Officer. The Staging Officer will keep Command informed regarding the number of companies or other resources in Staging, and will respond companies as requested.
3. After Level II Staging has been established, Dispatch will send all subsequently requested companies to Staging unless otherwise instructed.
4. All companies in Staging will stand by at their unit, with crew intact and ready to respond. Radios will be kept on and monitored. Warning lights will be turned off.

T. REST and RECUPERATION AREA (R&R):

1. In severe or major working incidents, such as major fires, an area will be designated by the Operations Officer for R&R. The area should be out of the operational working area and away from the CP. Personnel temporarily relieved from assignments will go there to rest, refill air bottles, etc. and prepare themselves for further assignment.
2. It should be common practice at incidents requiring extreme exertion, such as major fires, to rotate companies between work assignments and R&R.

U. R&R OFFICER:

1. This is an individual assigned by the Operations Officer, in a major incident, to manage the R&R area. His duties are to:
 - a. Monitor the conditions of personnel.

APPENDIX B (CONTINUED)

- b. Obtain necessary supplies, as needed, such as air bottles, drinking water, etc. through Command.
- c. Log companies or individuals in and out of R&R to see that the most rested ones are sent back to assignments first, as far as possible.
- d. See that personnel or equipment needs get proper attention.

V. TACTICAL WORKBOARDS:

- 1. These are the work boards to be used at emergency incidents of one-alarm or greater magnitude for tracking availability and assignments of companies and sectors; and for tracking and plotting the extent of the fire or other emergency.

W. INCIDENT CHANNEL:

- 1. This is the radio channel designated as the tactical frequency for use at the scene of working or major incidents. This will normally be channels 2 or 3 unless specified differently by IC or Dispatch.

X. PRIMARY CHANNEL:

- 1. This is the radio channel used between Command and Dispatch. The Primary Channel will be designated by the IC.

Y. OFFENSIVE MODE:

- 1. This is when companies are involved with interior fire attack.

Z. DEFENSIVE MODE:

- 1. This is when all companies are pulled out or kept out of a structure and all fire attack is from the outside, with the main objective being prevention of further spread of the fire.
- 2. In order to prevent serious injuries and achieve effective operations, fire command officers must coordinate efforts so that all companies involved have a clear understanding of which mode is in operation.

APPENDIX B (CONTINUED)

AA. STAFF OFFICERS:

1. These are all Fire Department Officers other than those assigned to Suppression.
2. Staff Officers will respond, when contacted, to all third or greater alarm incidents. They will report to the CP in full protective gear, with walkie talkie if they have one, ready for assignment as a Sector Commander, or other ICS position, as needed.

VI. Hazardous Materials Incidents

- A. In Hazardous Materials Incidents, the I.C. will establish the Command Post at a safe location in the Cold Zone.
- B. In Hazardous Materials Incidents, the I.C. will establish a Haz Mat Sector. The Haz Mat Sector will usually consist of the Haz Mat Team and any other personnel assigned to work directly with them for support. The Haz Mat Sector Commander will be a senior Haz Mat Team member.
- C. In Hazardous Materials Incidents, a senior Haz Mat Team member will report to the C.P. to assist and advise the I.C. in dealing with the following concerns.
 1. Coordination of overall Incident activities and resources to support the Haz Mat operation.
 2. Haz Mat reference materials and information.
 3. Establishment of hazardous area (hot zone, warm zone, etc.)
 4. Determine which public protective action will prevail.
 5. Designation of evacuation zone, if appropriate.
 6. Determine, or upgrade, response level of the incident (Level I, II, or III).
 7. Ensure appropriate Agency and Communication Center notification of product and problem.
 8. Ensure that all applicable steps of the City of Lubbock Fire Department Hazardous Materials Response Plan are implemented.
 9. Provide for Entry Teams (Initial and back-up), as appropriate.
 10. Provide for Safety and Documentation, as appropriate.
 11. Provide for Decontamination, as appropriate.
 12. Provide for Medical Surveillance, as appropriate.
 13. Determine when the zone is safe for re-entry.

APPENDIX B (CONTINUED)**VII. Aircraft Crashes**

- A. In the event that an aircraft is involved in an emergency away from the airport and ARFF units are not involved, the following procedures will apply.
1. Provisions of the ICS will be used as in any other type of emergency.
 2. An ARFF unit may be called for if it will be able to provide a better life saving effort, and if it will be able to arrive in time to do so. If an ARFF unit is called for a response away from the airport, the officer in charge at Station 11 will see that appropriate notifications are made to the Aviation Department and to the FAA Control Tower.
 3. The Director of Aviation or his representative may be called for if needed to assist with notifying appropriate agencies and providing other assistance related to the aircraft.
- B. In the event that an aircraft is involved in an emergency at the airport, the following procedures will apply.
1. The Director of Aviation or his designated representative will have authority and responsibility for overall coordination of the incident, and will establish a Field Command Post.
 2. The Deputy Chief of Operations will report to the Field Command Post. All coordination and communications between the Field Command Post and on-scene Fire Department operations will be handled by the Deputy Chief.
 3. Upon arrival, the first-arriving District Chief will assume the responsibilities of OPERATIONS Officer for the on-scene Fire Department operations. He will position himself, with his vehicle, at a safe distance near the perimeter of the ARFF operations. His purpose will be to:
 - a. Support and assist the ARFF Sector Commander.
 - b. Keep the Deputy Chief at COMMAND informed of conditions and status of on-scene operations.
 - c. Call for additional resources, as needed, from the Deputy Chief at COMMAND.

APPENDIX B (CONTINUED)

- d. Assume responsibility for all passengers and crew from the plane as soon as they are out of the immediate danger area, to include:
 - (1) Support and assist EMS as needed to accomplish triage and treatment, and to designate area for the ambulatory wounded, and the uninjured.
 - (2) Provide manpower and coordination as needed to get the people to the designated areas and keep them there until they can be treated and/or transported.
 - (3) Provide for directing ambulances and buses, as needed, to the proper area.
 - e. Provide for Security at the scene as needed.
 - f. Request, from the Deputy Chief at COMMAND, additional Sector Commanders, if needed, to handle specific portions of the OPERATIONS OFFICER'S responsibilities.
4. Upon approval, the second-arriving District Chief will assist the OPERATIONS OFFICER as needed.
5. Upon arrival, the ARFF Officer will serve as SECTOR COMMANDER for the AIRCRAFT SECTOR. His responsibilities will include command and coordination of all manpower and equipment involved in aircraft firefighting and rescue. He will coordinate:
- a. Firefighting tactics and replenishment of agent.
 - b. Rescue tactics for passengers or casualties.
 - c. Second-or-greater-alarm companies involved in aircraft firefighting or rescue.
 - (1) His post-crash responsibilities will include:
 - a). Proper security in place.
 - b). All fire extinguished.
 - c). Fuel no longer hazardous.
 - d). All passengers accounted for.
 - e). Relinquish aircraft sector to the airport administration.

APPENDIX B (CONTINUED)**VIII. Other Incidents Where LFD Is In Support Role Rather Than Lead Agency Role**

- A. This refers to any incident where the main emergency is the responsibility of another City department or some other agency and the LFD is there to provide assistance or support.
- B. Operating Procedures:
 - 1. The senior on-scene LFD officer will report to the field C.P. of the Lead Agency (or their person-in-charge if they do not have a field C.P.). He will remain there to serve the following purposes:
 - a. To serve as contact person to arrange for any on-scene services needed from the LFD.
 - b. To inform the Lead Agency Commander (or his Liaison) of major points of information that he needs to know in regard to the status or accomplishment of the LFD mission and of resources you have that may be useful. Must apply good judgment to supply important information he needs to know and to not bother him with details that are unnecessary in his responsibility for overall control and coordination of the incident.
 - c. May communicate directly with the LFD representative at the EOC or with Dispatch in regard to questions or assistance needed to accomplish the LFD mission.
 - d. To assist the Lead Agency Commander in planning overall strategy if needed and/or requested.
 - e. To call for the establishment of a LFD sub-CP to manage the LFD portion of the on-scene operations if warranted by the level of involvement. The LFD sub-CP should be located appropriately for the LFD operations, out of the danger zone, and out of the way of other important operations. The senior on-scene LFD officer will remain at the Lead Agency C.P. The Commander at the LFD sub-CP will keep the LFD officer at the Lead Agency CP well informed of operations.

APPENDIX B (CONTINUED)

- f. The senior on-scene LFD officer will have the option of utilizing all LFD resources in the manner that is most appropriate to accomplish the LFD mission. This will include such things as taking with him to the Lead Agency CP a LFD member or officer with specialized knowledge or training regarding the lead agency's operational methods or regarding that particular type of emergency. The assistance or advice of that individual would be used as deemed appropriate.

APPENDIX C

LUBBOCK FIRE DEPARTMENT MISSION STATEMENT

The Lubbock Fire Department protects life, property, health, and the environment of our city by delivering quality Fire and Life Safety Services.

To support our mission, we:

Work aggressively to prevent fires and to deliver quality Fire and Life Safety Education:

Respond promptly to all calls for emergency assistance in an efficient and effective manner:

Ensure that our actions are efficient, professional, and in harmony with the needs of our citizens and the environment.

Promote, encourage, and require that safety be a primary element of all department operations:

Provide quality fire service training and professional development:

Promote a level of personal physical fitness that will reduce injuries and enhance the employee's quality of life.

Seek to provide other community services within the scope of our mission.

The department's reliance on its employees to provide these services requires that:

Each individual participates with a high standard of initiative, cooperation, and dedication for the accomplishment of the Fire Department Mission.

Each individual is recognized as valuable to the department:

Each individual is treated ethically and provided proper training, equipment, support, safety, and opportunity:

Each individual is accountable to others in the department, the City organization, and the Public for a high level of performance and dedication to service.

APPENDIX D

**Lubbock City-County
Emergency Management
Hazard Analysis**

**Hazard Summary
FY97**

CA-4 - Attachment #2

Hazard	Probability Rating
1) Severe Weather (Winter Storms, Wind, Hail, Flooding & Drought)	High
2) Tornado	High
3) Hazardous Materials Incidents	High
4) Miscellaneous Hazards (Explosions, Fires Industrial Accidents, Transportation Accidents & Disease/Epidemic)	Medium
5) Utilities Shortage	Medium
6) Acts of Terrorism	Medium
7) Civil Disturbances	Low
7) Aircraft Accident	Low

APPENDIX D (CONTINUED)**Jurisdictional Summary**

Population	
City of Lubbock	193,064
County of Lubbock	230,838
Major Employers w/400 plus employees	23
Colleges/ Universities	3
School Districts County-wide	8
Private Schools Including Pre-Schools	55
Hospitals	13
Nursing Homes	18
Day Care Facilities	51
Mobile Home Parks	18

APPENDIX D (CONTINUED)

Specific Hazard Information

Severe Weather

Severe weather in the Lubbock area consists of high winds, thunderstorms, hail, tornadoes, cold/freezing, ice storms, snow and blizzards.

Based on past history, three major storms and several minor incidents occur annually in the jurisdiction.

The duration of the storms range from a few hours to several days.

Damage control is limited to self-preparation/ family planning, building codes and warning plans.

The scope of damage is usually wide spread and affects life, property and the economy in general.

Predictability of severe weather in the Lubbock jurisdiction is high.

Probability: High

Hazardous Materials Incidents

With Lubbock serving as a transportation hub for the South Plains, the potential for major hazardous materials incidents is high. In addition, a variety of hazardous materials are produced and used by local industrial operations and agricultural applications. The quantities used and warehoused could produce a major incident harmful to humans, domestic animals, wildlife, the economy and property, if a release occurs.

Probability: High

Miscellaneous Hazards

Miscellaneous hazards include explosions, fires, industrial accidents, transportation accidents, diseases and epidemics.

Predictability of this type of hazard is high. These hazards occur frequently and vary in the degree of severity. However, they are usually short in duration and are minor in scope.

APPENDIX D (CONTINUED)

Controllability of damage is limited to immediate response, on site preparedness of personnel, safety laws and codes.

Probability: Medium

Utilities Shortage

The predictability of utility outages is based on the state of the nation, local incidents and severe weather incidents. Fuel shortages due to supply, strike and/or long term severe weather incidents can have a major effect on the stability of utilities.

There has been one major power outage in the jurisdiction during the past forty-five years, however, weather related outages occur annually along with the severe weather season.

Utilities shortages can be controlled through mitigation efforts by the industry, local planning and strong public awareness programs.

Scope of the damage could be widespread and can have a major effect on life, property and the economy.

Probability: Medium

Acts of Terrorism

The predictability of an act of terrorism is based on the conditions of the world, nation and local historical information of events and threats that have occurred during the past year.

Although no local incidents have occurred during this period, approximately 50 bomb threats have been received, resulting in evacuation of the Lubbock County Courthouse and the U.S. Post Office located downtown.

Scope of damage from an incident of this nature could range from very small to extremely large, depending on the size and location of the device.

Probability: Medium

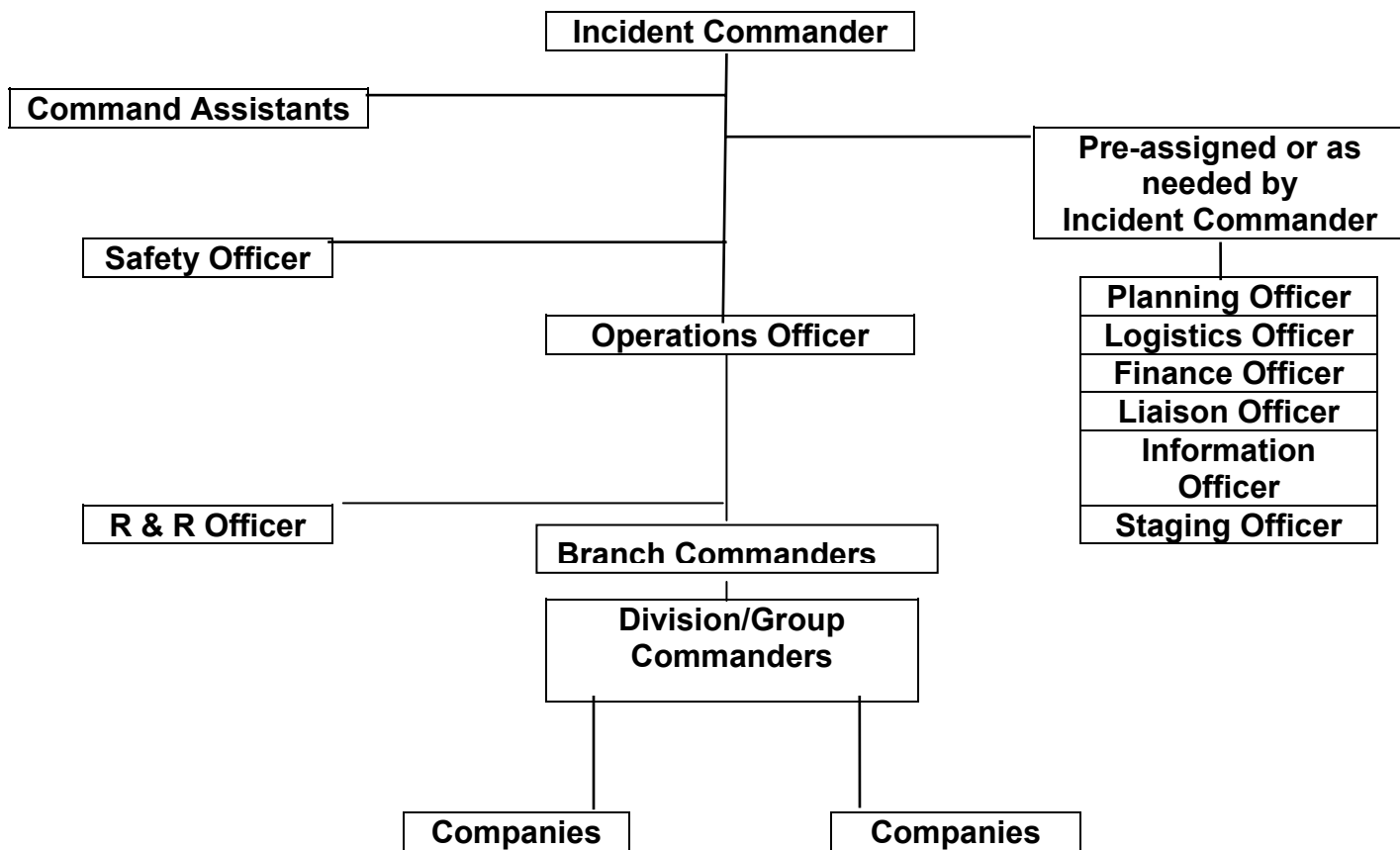
APPENDIX E
Lubbock Fire Department

Revised Operational Procedures	
Incident Command System	
Revised 12-01-01	Page 1 of 16

I. Purpose

To establish a system of standard procedures for command functions to be used at all major emergency incidents.

II. ICS Organization Chart



APPENDIX E (CONTINUED)

III. Establishment and Transfer of Command

- A. The function of Command is to assume responsibility for overall management of the incident. Command establishes the strategy and tactics and coordinates the activities of other available and responding resources and has the ultimate responsibility for the success of the incident.
1. The first arriving officer or acting officer will formally assume command of the Incident on arrival. If the officer determines through his/her size-up that personal intervention can have a positive impact on the emergency, (such as a quick interior attack to halt the spread of fire) he/she may assign themselves to a Division or Group. Once assigned to a Division/Group that officer can no longer effectively manage the overall incident and should transfer command to the next incoming unit.
 2. In the event an engine company officer has command of an incident when the truck company arrives, the first truck company officer shall assume command of the incident until relieved by the District Chief.
 3. The District Chief will assume command when he arrives. A face-to-face exchange of information should occur immediately between the District Chief and the officer he is relieving. If this is not possible, information will be communicated promptly by radio about conditions and operations in progress.
 4. The District Chief will establish an On-Scene Command Post and will notify Dispatch of its locations. Example: "Dispatch, 810 at 1300 50th Street, setting up Command at east side of the building." If the Command Post is later moved to a different location, this must be clearly communicated. Such locations usually can best be identified by a direction (North, South, East, or West) or by a street (50th Street side, etc.).
 5. If there are simultaneous alarms working at the same time, Command should designate a name for the incident such as "First Street Command". This will help eliminate confusion among other units and Dispatch as to whether a call is from "First Street Command" or another incident operating as "Main Street Command".

APPENDIX E (CONTINUED)

6. When the Chief or Deputy Chief arrives on the scene, they will assume command (at their discretion) from the District Chief. A face-to-face communication should occur regarding conditions, resources, and reassignment of the District Chief. Usually, when this happens, the District Chief will be reassigned to Operations (if only one DC is on the scene) or Planning Section Chief (if the first DC is already Operations).
7. Any time a change of command occurs, the new IC will see that it is announced on the Incident Channel and on the Primary Channel.
8. When command has been established, companies will not begin any operation without approval of Command (or Operations, if established).

IV. Communications Procedures

- A. All companies will automatically switch their radios to the Incident Channel assigned by Dispatch and operate on that channel until the incident expands to the point that the Incident Commander makes additional radio channel assignments
 1. The IC must be alert to the need to continue to contact companies involved with interior attack on the primary channel until he knows they have changed channels.
- B. All personnel at major incidents must give thought and effort to making radio communications as brief and clear as possible. Face-to-face communications should be used when practical, instead of by radio. These efforts will be vitally important for accomplishing necessary communications within radio system capabilities at major incidents.
- C. All individuals in command positions must be alert to the information needs of those who report to them and of the individual they report to. The safety and effectiveness of an emergency operation will often depend on the quality of information available to the people involved.
- D. In order for Command to adequately track personnel and for Division/Group Commanders to know the number personnel that are assigned to their Division/Group, good communications are essential. The following procedures will help Command adequately track personnel at all times.

APPENDIX E (CONTINUED)

1. When companies report on the scene they should inform command of the number of personnel on that piece or apparatus.
 2. When Command or Operations assigns companies to an existing Division/Group he/she should inform that Division/Group Commander of the number of personnel or companies he/she is sending to that Division/Group.
 3. When personnel or companies arrive in their assigned Division/Group they should report their arrival to the Division/Group commander. In order to help cut down on radio traffic this should be done face to face if possible.
 4. When the Division/Group commander receives the assigned personnel he/she should inform command of their arrival.
- E. It may be necessary at an emergency incident to immediately evacuate all personnel from a hazardous area. This could be the result of structural instability, deteriorating fire conditions, chemical release, etc. When it becomes necessary to evacuate firefighters, it is critical that all firefighters hear and are aware of orders to evacuate the hazard area. The following is the procedure for the emergency evacuation signal.
1. Command will ask dispatch for emergency traffic on the even or odd channel grouping.
 - a. This will allow the warning tone to be heard on all the even or odd channels.
 2. Dispatch will then give the warning tone on the requested grouping.
 3. After tone is received, command will give orders to evacuate the hazard area using the "all call" feature on the radio.
 - a. The district chiefs and staff officers are the only ones who will have this capability.
 - b. If a unit is in command other than a district chief, the orders to evacuate will have to be given on the appropriate channels.

APPENDIX E (CONTINUED)

4. Command will then instruct one of the on-scene units to give three (3) blasts of the air horn.
 - a. This will usually be the first-in engine since the equipment operator will be with the engine.
 - b. Air horn blasts should be approximately two seconds in length with a one-second pause between blasts.
 5. Command will then repeat orders to evacuate the hazard area.
 6. Companies in the hazard area will report to Command that they received the message and are evacuating the area.
 7. Once companies are out of the hazard area, command will conduct a personnel accountability report (PAR) of all units to ensure no one is still in the hazard area.
- F. Telephones/mobile phones should be used for lengthy communications between the emergency and EOC or Dispatch when possible to conserve radio capabilities.

V. Definitions

- A. INCIDENT COMMAND SYSTEM (ICS):
1. Basic elements of ICS will be used at every emergency incident. Other elements of ICS will be added or expanded to the degree necessary to meet the needs for effective coordination and control at each individual incident.
 2. The structure of the ICS is divided into eight functional areas:
 - a. Command
 - b. Operations
 - c. Planning
 - d. Logistics
 - e. Finance
 - f. Safety
 - g. Liaison
 - h. Public Information

APPENDIX E (CONTINUED)**B. INCIDENT COMMANDER (IC):**

1. This is the officer who is responsible for all on-scene operations and for on-scene communications with Dispatch. Responsibilities of the IC will include such things as:
 - a. Assure appropriate consideration and actions regarding:
 - 1). Rescue
 - 2). Exposures
 - 3). Confinement
 - 4). Extinguishment
 - 5). Ventilation
 - 6). Salvage
 - 7). Overhaul
2. Provide for life safety of all personnel and civilians at the incident.
3. Provide for a minimum of the following communications to Dispatch:
 - a. Size-up (Report of conditions on arrival or changing conditions)
 - b. Location of Command Post
 - c. All-clear (Primary search completed, victims removed)
 - d. Signal 10-14 (Situation under control)
 - e. Command Terminated
4. Establish and coordinate ICS positions as needed to provide effective coordination and control of the incident. In order to meet his responsibility for accomplishing a safe and effective overall operation, the IC must delegate command responsibility for parts of the operation to others and restrict himself to a position of overall command and control. The IC is responsible for writing and putting into place an Incident Action Plan.
5. Reduce the scope of ICS positions at the appropriate time in a well planned manner to demobilize and terminate the incident in an orderly fashion.

APPENDIX E (CONTINUED)**C. COMMAND:**

1. This is the radio designation for the IC or whoever is handling radio communications for him at the Field Command Post.

D. COMMAND POST (CP):

1. In most cases this will be a District Chief's vehicle. In a large or long-lasting incident, it could be a nearby building--with communications handled by walkie talkies and telephone or a specially equipped Mobile Operations Vehicle (MOV) designed to serve as a field command post.

E. COMMAND ASSISTANT(S):

1. This is the individual or individuals assigned to the CP to assist with radio communications and maintain status information regarding:
 - a. Incident conditions
 - b. Branch/Group/Division assignments
 - c. Company assignments
 - d. Companies in staging
 - e. Companies in R&R
 - f. Other pertinent information

F. OPERATIONS:

1. This is the radio designation for the Operations Officer.
 - a. In incidents which are small or moderate in scope, the IC will coordinate everything involved with the incident including direct control and coordination of the Group/Division Commanders.
 - b. In incidents which require a second or greater alarm response, an Operations Officer position will be activated. Unless otherwise directed, the second in District Chief will assume command of the incident on his arrival and the District Chief who was the first to arrive will move to the Operations officer position.

APPENDIX E (CONTINUED)

- 1). Operational Branch/Group/Division Commanders will always report to and communicate with OPERATIONS rather than COMMAND. In the smaller incidents where the ICS is handling the duties of the Operations Officer, calls directed to "Operations" will be answered by the IC.
- c. The Operations Officer will coordinate the use of all operational Branches/Groups/Divisions and resources which are in the operational area or in R&R. He will request any additional resources needed through the IC.
- d. Activation of the Operations Officer position will free up the IC to concentrate on other issues involved in providing overall coordination for a major incident.
- e. The Operations Officer will normally operate at or near the Command Post with the IC.

G. PLANNING:

1. This is the radio designation for the Planning Section Chief. The Planning Section Chief will be responsible for gathering and assimilating information in the areas of Situation Status and Resource Status.
2. Situation Status is information regarding the incident itself. The Planning Section Chief should gather as much information as possible regarding such things as what has happened, what is involved and potential for spread. Some sources of information will be: radio traffic, contacting owner's representatives, outside agencies or specialists, pre-fire plans, etc.
3. Resource Status is information regarding resources currently at the scene, potential need for additional resources, and/or possibilities for releasing on-scene resources.
4. In incidents which are small or moderate in scope, the IC will handle Planning responsibilities. When needed in larger or more complex incidents, the IC will appoint a Planning Section Chief. For 2nd alarm or greater fires, when the Deputy Chief or Chief assumes Command, the 2nd arriving DC will be assigned as the Planning Section Chief.
5. The Planning Section Chief will operate, as far as practical, at or near the Command Post and will provide planning information to the IC and Operations Officer.

APPENDIX E (CONTINUED)**H. LOGISTICS:**

1. This is the radio designation for the Logistics Officer. The Logistics Section Chief will be responsible for providing services and supplies as needed to support the overall operation.
 - a. This will include providing for such things as:
 - 1.) Fuel and maintenance
 - 2.) Ordering and storing supplies
 - 3.) Medical aid
 - 4.) Added communications capabilities
 - 5.) Feeding and shelter for personnel
 - 6.) Shelter and transportation for victims and evacuees
2. In incidents which are small or moderate in scope, the IC will handle Logistics responsibilities. When needed in larger or more complex incidents, the IC will appoint a Logistics Section Chief.
3. The Logistics Section Chief will operate, as far as practical, at or near the Command Post and will keep the IC appropriately informed regarding the status of logistics.
4. The logistic Section Chief should be aware that he/she may have a counterpart at E.O.C. who is also assigned to logistics. These two officers will need to work together to coordinate their actions.

I. FINANCE:

1. This is the radio designation for the Finance Section Chief. The Finance Section Chief is responsible for all financial aspects at the scene of the incident.
 - a. This will include such things as monitoring and recording:
 - 1.) Personnel Costs
 - 2.) Overtime Costs
 - 3.) Costs for contractors, vendors and other agencies
 - 4.) Potential claims due to injuries or property damage
 - 5.) Costs for supplies, equipment, or personnel which might be reimbursable by property owners, government agencies, etc.

APPENDIX E (CONTINUED)

2. In incidents which are small or moderate in scope, the IC will handle Finance responsibilities. When needed in larger or more complex incidents, the IC will appoint a Finance Section Chief.
3. The Finance Section Chief will operate, as far as practical, at or near the Command Post and will keep the IC appropriately informed of major financial concerns.
4. The Finance Section Chief should be aware that he/she may have a counterpart at E. O. C. who is also assigned to Finance. These two officers will need to work together to coordinate their actions.

J. SAFETY OFFICER:

1. Unless it is a high rise incident or otherwise directed, the second-arriving Truck Company Officer will automatically assume the duties of Safety Officer upon arrival at all second or greater alarm incidents. If the incident is a high rise incident, follow the High Rise Procedure. Unless otherwise directed, the first-arriving Training Officer will, after checking in at the CP, replace the Truck Company Officer as Safety Officer. The Truck Company Officer will then report to Command for re-assignment.
2. At the scene of an incident, the Safety Officer is responsible for monitoring and assessing hazards or unsafe situations. The Safety Officer keeps Command informed of present and potential conditions and hazards so effectiveness and safety can be built into the action plan. The Safety Officer has authority to take immediate steps if necessary to correct unsafe acts or remove personnel from imminent danger. He should promptly inform Command of any action taken.
3. The Safety Officer at an incident will act as an agent of the Lubbock Fire Department Safety Officer, who is the current chairman of the Safety and Loss Prevention Committee. The Safety Officer at an incident may submit general recommendations for improved safety at emergency incidents to the Fire Department Safety Officer.

APPENDIX E (CONTINUED)

- K. LIAISON OFFICER:
1. This is the individual responsible for contact and coordination with other agencies involved in the incident to insure that there is no duplication of effort and that their resources are used to the fullest advantage.
 2. In incidents which are small or moderate in scope, the IC will handle Liaison responsibilities. When needed in larger or more complex incidents, the IC will appoint a Liaison Officer. The Liaison Officer will operate at or very near the Command Post as far as possible.
- L. PUBLIC INFORMATION OFFICER (PIO):
1. The Fire Department should have only 1 official spokesperson at each incident. The Incident Commander will fill the role of spokesperson until that duty is officially passed to someone else. Anyone assuming the role of spokesperson must check in at the command post with the Incident Commander and be briefed as to the conditions of the incident.
 2. The official spokesperson at each incident shall follow the policies and procedures as set forth in the Media Relations Procedures in the General Procedures Division of the LFD Procedures Manual..
- M. Groups and Divisions
1. Division -This is a specific geographical area or portion of an incident. Examples: Interior Division, North Division and Division 5 (Fifth floor of a high-rise).
 2. Group – This is a specific tactical function, such as ventilation or search and rescue. Groups must always be clearly identified. Examples: Rescue Group, Fire Attack Group and Extrication Group.
 3. At all working incidents, the IC (or Operations Officer) will establish Divisions/Groups for areas or functions of the incident that he cannot efficiently and effectively coordinate from his position. The IC will be required to establish Divisions/Groups at all second or greater alarm incidents.

APPENDIX E (CONTINUED)

3. Some examples of Divisions that could be established are:

- a. Interior Division: This could be the first arriving engine company who advanced a line for the interior attack. Upon arrival and setting up Command, the District Chief could designate the officer of either company, or some other officer, to serve as Division Commander. If more than one interior Division was established, they would need to be clearly identified, such as "South Interior Division" and "North Interior Division".
- b. North Division: This could be a Division made up of the companies operating at the north side of the building or northern areas of the incident.

4. Some examples of Groups that could be established are:

- c. Vent Group: This could be one or more companies operating on the roof.
- d. S & R Group. This could be a Group Commander and several companies or individuals assigned to perform Search and Rescue.

N. Branches

A Branch is the organizational level having geographic/functional responsibility for major segments of incident operations. A Branch is usually comprised of Divisions and Groups.

1. Some examples of Branches are:

- a. Police Branch – Coordinates the activities and resources for the Police.
- b. Public Works Branch - Coordinates the activities and resources for Public Works Departments.

DIVISION/GROUP COMMANDER:

1. This is the officer assigned to control and be responsible for all companies and all operations in his Division/Group.
2. All radio communications between the Division/Group and Operations will be handled by the Division/Group Commander.
3. The Division/Group Commander is responsible for keeping Operations informed of positions, progress and needs.
4. A Division/Group Commander will usually be a Lieutenant or Captain; however, an individual assigned as a Division/Group Commander is in charge of that Division/Group regardless of rank, until relieved or replaced at the direction of the Operations Officer.

APPENDIX E (CONTINUED)

5. It is the responsibility of the Division/Group Commander to understand and accomplish assigned tasks. The safety of all assigned personnel is a paramount responsibility of the Sector Commander.
6. Division/Group Commanders and Company Officers in their Division/Group will communicate face-to-face rather than by radio as far as practical, in order to minimize radio traffic.
7. Some guidelines to assigning Division/Groups are:
 - a. Every area of activity at an emergency incident should be under the command and control of a specific individual (Division/Group Commander)
 - b. Division/Groups are to be able to expand (by adding more companies or personnel).
 - c. Division/Groups are to be able to divide and create new Division/Groups when they expand beyond the ability of one officer to properly monitor and control activities.
 - d. The Operations Officer (or IC) should add Division/Groups as needed to assure that each area or major function is properly commanded without taking his attention away from his overall command functions.

O. PRIMARY SEARCH:

1. The response to all structure alarms must include, as an immediate priority, a primary search for occupants or victims. It is mandatory that an "All Clear" message, or information about victims, be transmitted to Dispatch promptly for all such incidents. The primary search must include all portions of the building which are in hazard due to fire or smoke and into which fire fighters can gain access.
2. A primary search may be only a visual scan in a situation where no smoke or fire is present; or, it may be a multiple-company operation in a large apartment building, hotel, or hospital. Any area fully involved in fire is considered to be inaccessible for primary search purposes.

APPENDIX E (CONTINUED)**P. SECONDARY SEARCH:**

1. This search is conducted during or after fire extinguishment, especially in areas where a primary search was not possible. The secondary search is to verify the absence (or presence) of victims, prior to overhaul and termination of the incident. Ideally, the secondary search should be conducted by different personnel than conducted the primary search. Completion and results of the secondary search will be communicated to Dispatch by the IC.

Q. LEVEL I STAGING:

1. This procedure will automatically apply to all companies answering on second or greater alarm, unless instructed otherwise.
2. Truck Companies will stage in their directions of travel, uncommitted, approximately one block from the scene until assigned by Command.
3. Engine Companies will stage near the most suitable fire hydrant in route to the scene until assigned by Command.
4. Upon reaching their staging location, companies will report their arrival to Dispatch on the Primary Channel, and then they will report, on the Incident Channel, that they are standing by and their direction from the scene. Example: "Engine 1 standing by South, at a hydrant", "Aerial 7 standing by West"
5. Company officers will be alert to re-announce their position if it appears that they have been overlooked or forgotten by Command.

R. LEVEL II STAGING:

1. Level II Staging will be used in incidents which are complex and of long duration to provide a reserve of companies and/or other resources near the scene.
2. The staging area will be designated by Command and should be approximately one block or more away from the scene and from the Command Post. In some cases, Command may ask the Staging Officer to scout the best locations for the Staging Area and report back to Command.

APPENDIX E (CONTINUED)**S. STAGING OFFICER:**

1. The first officer to arrive at the staging area will automatically become the staging officer. This officer will assure that the location of the staging area is clearly announced on the radio. This officer will retain the duties of staging officer until he is relieved by a staging officer appointed by Command or until his company is called into action.
2. The radio designation for the staging area will be "Staging". All communications involving Staging will be with the Staging Officer. The Staging Officer will keep Command informed regarding the number of companies or other resources in Staging, and will respond companies as requested.
3. After Level II Staging has been established, Dispatch will send all subsequently requested companies to Staging unless otherwise instructed.
4. All companies in Staging will stand by at their unit, with crew intact and ready to respond. Radios will be kept on and monitored. Warning lights will be turned off.

T. REST and RECUPERATION AREA (R&R):

1. In severe or major working incidents, such as major fires, an area will be designated by the Operations Officer for R&R. The area should be out of the operational working area and away from the CP. Personnel temporarily relieved from assignments will go there to rest, refill air bottles, etc. and prepare themselves for further assignment.
2. It should be common practice at incidents requiring extreme exertion, such as major fires, to rotate companies between work assignments and R&R.

U. R&R OFFICER:

1. This is an individual assigned by the Operations Officer, in a major incident, to manage the R&R area. His duties are to:
 - a. Monitor the conditions of personnel.

APPENDIX E (CONTINUED)

- b. Obtain necessary supplies, as needed, such as air bottles, drinking water, etc. through Command.
- c. Log companies or individuals in and out of R&R to see that the most rested ones are sent back to assignments first, as far as possible.
- d. See that personnel or equipment needs get proper attention.

V. TACTICAL WORKBOARDS:

- 1. These are the work boards to be used at emergency incidents of one-alarm or greater magnitude for tracking availability and assignments of companies and sectors; and for tracking and plotting the extent of the fire or other emergency.

W. INCIDENT CHANNEL:

- 1. This is the radio channel designated as the tactical frequency for use at the scene of working or major incidents. This will normally be channels 2 or 3 unless specified differently by IC or Dispatch.

X. PRIMARY CHANNEL:

- 1. This is the radio channel used between Command and Dispatch. The Primary Channel will be designated by the IC.

Y. OFFENSIVE MODE:

- 1. This is when companies are involved with interior fire attack.

Z. DEFENSIVE MODE:

- 1. This is when all companies are pulled out or kept out of a structure and all fire attack is from the outside, with the main objective being prevention of further spread of the fire.
- 2. In order to prevent serious injuries and achieve effective operations, fire command officers must coordinate efforts so that all companies involved have a clear understanding of which mode is in operation.

APPENDIX E (CONTINUED)

AA. STAFF OFFICERS:

1. These are all Fire Department Officers other than those assigned to Suppression.
2. Staff Officers will respond, when contacted, to all second or greater alarm incidents. They will report to the CP with full protective gear, including walkie-talkie, if they have one. General Staff will assume their assignment as indicated in Table 2 or be assigned by the IC to another ICS position, as needed.

Table 2

General Staff Assignments to the LFD Incident Command System

General Staff by call #	LFD Assignment	ICS Position Assignment	Backup
800	Fire Chief	EOC	801 or 803
801	Support Deputy Chief	EOC/Finance Section Chief	Off duty Dist. Chief
803	Operations Deputy Chief	IC	800 or On-duty Dist. Chief
840	Training District Chief	Logistics Section Chief	830 or 841 or 842
841	Training Captain	Safety Officer	842 or 843
842	Training Captain	Safety Officer	841 or 843
843	Training Lieutenant	PIO	PD or City - PIO

Table 2 (CONTINUED)

General Staff by call #	LFD Assignment	ICS Position Assignment	Backup
830	Fire Marshal	Liaison Officer	831 or 832 or 840
831 Mh	Assistant Fire Marshal	Documentation Unit Leader	832 or 833
832Eh	Assistant Fire Marshal	Assigned as needed	833, 834
833, 834, 835 & 836ml	Deputy Fire Marshal	Assigned as needed	835, 836
837 & 838dr-al	Insp./Insv.	Assigned as needed	None
810	On-duty District Chief	1 st in - Operations Section Chief 2 nd in - Planning Section Chief	Designated by IC
820	On-duty District Chief	1 st in - Operations Section Chief 2 nd in - Planning Section Chief	Designated by IC

APPENDIX E (CONTINUED)**VI. Hazardous Materials Incidents**

- A. In Hazardous Materials Incidents, the I.C. will establish the Command Post at a safe location in the Cold Zone.
- B. In Hazardous Materials Incidents, the I.C. will establish a Haz Mat Group. The Haz Mat Group will usually consist of the Haz Mat Team and any other personnel assigned to work directly with them for support. The Haz Mat Group Commander will be a senior Haz Mat Team member.
- C. In Hazardous Materials Incidents, a senior Haz Mat Team member will report to the C.P. to assist and advise the I.C. in dealing with the following concerns.
 - 1. Coordination of overall Incident activities and resources to support the Haz Mat operation.
 - 2. Haz Mat reference materials and information.
 - 3. Establishment of hazardous area (hot zone, warm zone, etc.)
 - 4. Determine which public protective action will prevail.
 - 5. Designation of evacuation zone, if appropriate.
 - 6. Determine, or upgrade, response level of the incident (Level I, II, or III).
 - 7. Ensure appropriate Agency and Communication Center notification of product and problem.
 - 8. Ensure that all applicable steps of the City of Lubbock Fire Department Hazardous Materials Response Plan are implemented.
 - 9. Provide for Entry Teams (Initial and back-up), as appropriate.
 - 10. Provide for Safety and Documentation, as appropriate.
 - 11. Provide for Decontamination, as appropriate.
 - 12. Provide for Medical Surveillance, as appropriate.
 - 13. Determine when the zone is safe for re-entry.

APPENDIX E (CONTINUED)

VII. Aircraft Crashes

- A. In the event that an aircraft is involved in an emergency away from the airport and ARFF units are not involved, the following procedures will apply.
 1. Provisions of the ICS will be used as in any other type of emergency.
 2. An ARFF unit may be called for if it will be able to provide a better life saving effort, and if it will be able to arrive in time to do so. If an ARFF unit is called for a response away from the airport, the officer in charge at Station 11 will see that appropriate notifications are made to the Aviation Department and to the FAA Control Tower.
 3. The Director of Aviation or his representative may be called for if needed to assist with notifying appropriate agencies and providing other assistance related to the aircraft.
- B. In the event that an aircraft is involved in an emergency at the airport, the following procedures will apply.
 1. The Director of Aviation or his designated representative will have authority and responsibility for overall coordination of the incident, and will establish a Field Command Post.
 2. The Deputy Chief of Operations will report to the Field Command Post to operate a Unified Command. All coordination and communications between the Field Command Post and on-scene Fire Department operations will be handled by the Deputy Chief.
 3. Upon arrival, the first-arriving District Chief will assume the responsibilities of OPERATIONS Officer for the on-scene Fire Department operations. He will position himself, with his vehicle, at a safe distance near the perimeter of the ARFF operations. His purpose will be to:
 - a. Support and assist the ARFF Group Commander.
 - b. Keep the Deputy Chief at COMMAND informed of conditions and status of on-scene operations.
 - c. Call for additional resources, as needed, from the COMMAND POST.

APPENDIX E (CONTINUED)

- d. Assume responsibility for all passengers and crew from the plane as soon as they are out of the immediate danger area, to include:
 - (1) Support and assist EMS as needed to accomplish triage and treatment, and to designate area for the ambulatory wounded, and the uninjured.
 - (2) Provide manpower and coordination as needed to get the people to the designated areas and keep them there until they can be treated and/or transported.
 - (3) Provide for directing ambulances and buses, as needed, to the proper area.
 - e. Provide for Security at the scene as needed.
 - f. Request, from the Deputy Chief at COMMAND, additional Division/Group Commanders, if needed, to handle specific portions of the OPERATIONS OFFICER'S responsibilities.
4. Upon approval, the second-arriving District Chief will report to the Command Post and serve as Planning Section Chief.
5. Upon arrival, the ARFF Officer will serve as GROUP COMMANDER for the AIRCRAFT GROUP. His responsibilities will include command and coordination of all manpower and equipment involved in aircraft firefighting and rescue. He will coordinate:
- a. Firefighting tactics and replenishment of agent.
 - b. Rescue tactics for passengers or casualties.
 - c. Second-or-greater-alarm companies involved in aircraft firefighting or rescue.
 - (1) His post-crash responsibilities will include:
 - a). Proper security in place.
 - b). All fire extinguished.
 - c). Fuel no longer hazardous.
 - d). All passengers accounted for.
 - e). Relinquish aircraft sector to the airport administration.

APPENDIX E (CONTINUED)**VIII. Other Incidents Where LFD Is In Support Role Rather Than Lead Agency Role**

- A. This refers to any incident where the main emergency is the responsibility of another City department or some other agency and the LFD is there to provide assistance or support.
- B. Operating Procedures:
 - 1. The senior on-scene LFD officer will report to the field C.P. of the Lead Agency (or their person-in-charge if they do not have a field C.P.). He will remain there to serve the following Unified Command purposes:
 - a. To serve as contact person to arrange for any on-scene services needed from the LFD.
 - b. To inform the Lead Agency Commander (or his Liaison) of major points of information that he needs to know in regard to the status or accomplishment of the LFD mission and of resources you have that may be useful. Must apply good judgment to supply important information he needs to know and to not bother him with details that are unnecessary in his responsibility for overall control and coordination of the incident.
 - c. May communicate directly with the LFD representative at the EOC or with Dispatch in regard to questions or assistance needed to accomplish the LFD mission.
 - d. To assist the Lead Agency Commander in planning overall strategy if needed and/or requested.
 - e. To call for the establishment of a LFD Branch to manage the LFD portion of the on-scene operations, if warranted, by the level of involvement. The LFD Branch should be located appropriately for the LFD operations, out of the danger zone, and out of the way of other important operations. The senior on-scene LFD officer will remain at the Lead Agency C.P. and serve as the LFD Branch Commander. The LFD Branch Commander will keep the Lead Agency CP well informed of operations.

APPENDIX E (CONTINUED)

- f. The senior on-scene LFD officer will have the option of utilizing all LFD resources in the manner that is most appropriate to accomplish the LFD mission. This will include such things as taking with him to the Lead Agency CP a LFD member or officer with specialized knowledge or training regarding the lead agency's operational methods or regarding that particular type of emergency. The assistance or advice of that individual would be used as deemed appropriate.