











Providing for the Common Defense

Immediate Requirements for the Nation's Fire Service for Homeland Security

Executive Summary

The events of Sept. 11, 2001 highlight the need for the nation's fire and emergency service to enhance its emergency response capabilities. As the United States prepares to deal with such events, the fire service must be recognized as the critical component in response to these types of incidents. This document provides recommendations for immediate federal support of, and economic assistance to, local fire agencies to prepare them to respond to further acts of terrorism and other disasters.

Goals

To have effective, responsive, and sustained federal support to the fire service as a critical component of homeland security.

Staff, train, and equip fire departments to effectively deal with homeland security incidents, natural and human-made disasters, including acts of terrorism.

Strategies for Immediate Action:

- 1. Provide immediate federal resources to protect fire fighters from the effects of chemical and biological agents.
- 2. Increase funding to the Assistance to Firefighters program.
- 3. Establish a federal program to fund the hiring of 75,000 additional fire fighters.
- 4. Increase the capability and responsiveness of specialized Urban Search and Rescue (USAR) and Metropolitan Medical Response System (MMRS) teams.
- 5. Define federal leadership for the fire service.
- 6. Improve the communications infrastructure for emergency responders.
- 7. Enact legislation to make the Federal Emergency Management Agency's (FEMA) Office of National Preparedness (ONP) the single federal point-of-contact for terrorism preparedness.
- 8. Increase funds for counterterrorism programs.
- 9. Fund Operation Respond in order to provide available information to hazardous materials responders.
- 10. Direct the formation of Terrorism Early Warning groups (TEW) to enable resource and information sharing between fire service and law enforcement agencies.
- 11. Augment local and federal fire and emergency service mutual aid capabilities to support federal fire and emergency service departments in the protection of critical installations when under heightened security.



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The fire service has changed dramatically during the last 30 years as it has accepted a significant expansion of the services that it provides. Continually changing community expectations, new requirements for fire fighter safety, advances in technology, and new demands for improved efficiencies all dictate changes for agencies that provide those services.

Historically, the fire service has been based solely on those activities related to suppressing fires; however, during the last three decades the fire service has been part of the revolution within its own industry. That revolution has been driven by a demand for the fire service to take on new challenges and to meet the needs not only of the communities it serves, but also—as we have witnessed this past decade—the nation. During the last 30 years, the fire service has implemented comprehensive emergency medical response programs, developed hazardous materials mitigation response teams, and created Urban Search and Rescue and confined space teams that not only respond locally, but are called upon by the United States and international governments in times of emergency. And these are only a few examples.

In just the last 10 years, we have witnessed the emergence of the fire service as not only the first responder to local emergencies, but also as the domestic defender against natural and human-made disasters and other emergencies that extend far beyond one geopolitical boundary. The fire service is the primary responder—first on the scene of an incident and staying until the job is done, whether that takes hours, days, or weeks.

Although service demands and public expectations placed upon local fire departments continue to rise, not all fire departments are able to meet the challenge. Added responsibility requires more training, technology creates the need to ensure that the safest and most appropriate equipment is available and safety concerns demand more effective ways to account for personnel who are involved in large-scale incidents. The new threats of human-caused disasters will now require fire departments to prepare to respond to new challenges far beyond the services provided today. The threats of the next decade will require an emergency response system based on a national focus, using the best capabilities of local agencies with the expectation that local agencies have the responsibility to meet national demands rather than merely the demands of their individual locality.

The next generation of requirements placed upon the fire service will be much more complex and will be of greater magnitude than those of the last 30 years. The fire service stands ready to take on the tasks and demands of the next decade; however, it cannot do it alone. The federal government must play a role in providing a framework for national response, economic assistance, and other forms of support to local fire agencies so that those agencies can better prepare to respond to incidents within their own jurisdictions, to incidents that affect the nation, and to incidents that affect other nations. Only by creating an emergency response system based on national goals—



rather than the parochial needs of local agencies that are brought together during major incidents—will the specialized skills and abilities of the fire service be fully and effectively utilized.

This document outlines a national emergency response system strategy, which, if acted upon, will markedly improve the fire service and provide the best possible chance of saving lives and reducing injuries during catastrophic events. Today there is graphic evidence that shows who is effectively engaged in emergency mitigation when prevention measures fail. One needs only to examine the pictures from the Murrah federal building in Oklahoma City, or the casualty list from the World Trade Center in New York, or the scenes from the Pentagon. All clearly show that local fire departments, both career and volunteer, are the ones providing both first response and primary response to these incidents. While numerous government agencies, each with its own role, ultimately arrive at the scene of major emergencies, the fire service answers the call first, and remains on scene throughout the incident.

Sept. 11, 2001 clearly demonstrated the need for close coordination and support between local fire departments and the federal government. The role of the fire service as America's first responder demands a level of equipment, training and related support to effectively meet these responsibilities, to serve communities and the country during times of significant events.



Fire Service Recommendations for Federal Assistance to Local Response Agencies:

1. Provide immediate resources to protect fire fighters from the effects of chemical and biological agents.

- a. Provide immediate detection capabilities, e.g., M8, M9 and M256 kits.
- b. Provide personal protective devices to fire fighters and others who could be exposed to chemical or biological agents.
- c. Fund the total cost to train fire fighters attending essential chemical/biological training, including coverage for personnel scheduled for duty, tuition fees, travel, and other costs including instructors.
- d. Fund state training programs to deliver homeland security education awareness to the fire service, enhancing existing training systems. Base the evaluation of course success on competency and knowledge retention.
- e. Pre-position critical antidote and biological prophylactic resources in every state within a driving time of no more than five hours of major metropolitan areas for chemical and biological response that provide advanced treatment regimens for victims.
- f. Provide first responders with a number-one priority for inoculations when a bio/ chemical agent is identified and requires treatment regimens.

Discussion: In a major biological event in the United States, fire fighters and other emergency responders must be appropriately protected. That means fire fighters must be individually equipped with the necessary protective equipment, they must be trained in the equipment's use, and they must be able to provide the public with some predetermined level of protection. Protective equipment includes chemical/biological masks—such as those currently being evaluated by the National Institute for Occupational Safety and Health (NIOSH)—and other devices such as protective goggles, outerwear, gloves, and footwear for skin and other toxic exposures. Fire departments must be able to stockpile and deploy military grade MCPU2 masks, filters, and level B garments throughout the nation. These devices should be available to each fire fighter within 25 miles of a major metropolitan area as well as those who respond to sensitive infrastructure components such as power plants, hydroelectric facilities, water reservoirs, military facilities, and airports.

As the nation moves forward with preparations to respond to different types of events aimed at large groups of people, the fire service will be at the front lines of those preparations. As such, the fire service needs the regional infrastructure to effectively respond to and treat victims of chemical or biological exposure, and to mitigate various chemical and biological hazards. The federal government should fund strategically placed regional caches of medical supplies, antidotes, vaccines and other supplies for treating large numbers of patients and to protect our citizens in the event of an exposure. The ability to pre-position critical chemical antidotes, biological prophylactics, and antibiotics in all regions of the country is critical to ensuring that a rapid response, supported with the appropriate equipment and supplies, will minimize morbidity and mortality during a chemical or biological event.

2. Increase funding to the Assistance to Firefighters program.

- a. Appropriate \$600 million for FY 2002.
- b. Reauthorize for FY 2003-2007 and increase funding to \$5 billion (\$1 billion per year for five years).
- c. Provide FEMA with appropriate personnel and materials to administer this level of funding.

Discussion: Last year, Congress provided \$100 million in funding for the Assistance to Firefighters program for fiscal year 2001. However, after announcing the grant program, FEMA received nearly 20,000 applications for assistance totaling more than \$3 billion. Because of the added responsibilities of the fire service, its role in response to disasters, and the potential for that role to be expanded, funding at much higher levels is required. Local jurisdictions simply do not have the resources to independently fund the improvements to respond to new challenges.

The number of grant applications for the Assistance to Firefighters program has demonstrated the need for fire service funding for equipment, training, fire prevention, and apparatus. Enhancement of the Assistance to Firefighters program, beginning in 2002, can help to ensure that fire departments are prepared for a higher scale and scope of incidents. First, the Assistance to Firefighters program can provide funding for significantly higher levels of training in mass casualty events, tactical command and control, fire fighter safety, and managing chemical, biological and other potential events. Second, fire fighters and fire department leaders must be trained and equipped to provide comprehensive response and support to federal disaster response teams. Responses to incidents will come first from the local and regional levels before federal support is available and those responders must accomplish evacuation, containment, mitigation, and other immediate functions prior to the arrival of outside assistance. More importantly, the local responders must ensure that their actions are consistent with contemporary professional standards so as not to exacerbate the problem.

The number of grant applications submitted for the Assistance to Firefighters program demonstrated the need for fire service funding for equipment, training, apparatus, and other requirements. Although a financially enhanced Assistance to Firefighters program will address some of the fire service's needs, additional funding to support increased fire service staffing is necessary to ensure that a definitive number of fire fighters are available to protect U.S. citizens from the consequences of terrorism.



3. Establish a federal program to fund the hiring of 75,000 additional fire fighters.

Discussion: Although the Assistance to Firefighters program helped to address some of the fire service's needs, additional funding to support increased fire service staffing is necessary to ensure that enough fire fighters are available to protect U.S. citizens immediately after a significant incident occurs. Fire departments require federal support to fund additional fire fighters. During terrorist events, the military and other federal personnel are committed to other activities thereby requiring local areas to be much more dependent on local fire service. Relying more on local resources when outside resources are scarce means that communities have few options other than the local fire department. Unfortunately, many fire department operating budgets have been reduced during the last decade because fires have decreased. These reductions have been without regard to requirements to respond to other missions. An increase in staffing will allow the fire service to respond to an expanding list of responsibilities more safely and more effectively, including homeland security issues.

Adding personnel allows significant increases in operational capacity. Because fire fighters operate in teams of two, increasing the staffing on a fire engine from three to four personnel effectively doubles the functional strength of the engine. Further, providing additional resources early in the incident can greatly improve the ability to reduce injuries and loss of life.

A four-person company can significantly increase operational capability over a three-person company when Immediately Dangerous to Life and Health (IDLH) atmospheres are present. Federal OSHA law and current safety practices require that fire fighters operate in teams of at least two during these conditions and, therefore, apparatus staffing of four will yield two working teams. This doubles the capacity of fire companies staffed with three personnel, which can form only one operational team.

Limited staffing reduces a fire department's ability to respond to a terrorist event where resources are needed quickly and in quantity. Early intervention in a terrorist event can influence the number of lives saved in the early moments after an attack. Response to attacks and arrival by the fire service will occur within three to five minutes after an incident takes place and remain until the incident is resolved. No other consequence management resource can respond this quickly.

There is also a need in smaller fire agencies to provide career staffing. This staff would provide for response during times when volunteer personnel are not available, as well as for command staff, training of personnel, emergency management planning, integration and coordination.

4. Increase the capability and responsiveness of specialized Urban Search and Rescue (USAR) and Metropolitan Medical Response System (MMRS) teams.

- a. FEMA should fully fund the existing USAR teams.
- b. FEMA should evaluate modular deployments of specific units within the USAR team(s) to facilitate more rapid regional and/or specialized response.
- c. Double system capability by equipping each USAR team with two equipment caches.
- d. Establish a USAR Division within FEMA's Readiness, Response and Recovery Directorate with appropriate staff, led by a person with senior operational fire experience.
- e. Provide a 12-hour on-site USAR response to the 157 Nunn-Lugar-Domenici metropolitan areas and on-call nationwide assistance by enhancing the air/ground transport capability.
- f. Establish a system to utilize state-level technical rescue programs to supplement the current national FEMA USAR program.
- g. MMRS teams should have defined and standardized equipment, personnel and training to ensure interoperability at the local, state and national level.
- h. Expand the number of national MMRS teams to provide six-hour on-site response to the 157 Nunn-Lugar-Domenici metropolitan areas and on-call nationwide assistance.

Discussion: Because of the nature of population-based incidents, a significant component of our national response to major events is this country's Urban Search and Rescue (USAR) teams. USAR teams have been successfully deployed to mitigate a wide variety of disasters all around the world. All 28 USAR teams were activated and utilized at the World Trade Center and the Pentagon incidents in the aftermath of Sept. 11. These teams, by design, are large, well trained, and well equipped. Local government access to the USAR teams is through state and federal disaster officials, thereby ensuring that the teams can arrive on scene within 12-24 hours.

The 28 federal USAR task forces have yet to be fully funded. The federal government should fully fund these task forces immediately, providing sufficient funding to complete the prescribed equipment caches and provide additional annual funding to ensure that equipment and training standards are maintained. Additionally, funding should be provided to ensure that all task forces are fully capable of operating in a Weapons of Mass Destruction environment.

A FEMA task force deploys with 62 personnel positions; however, each task force is staffed three-deep in each position (186). The federal government should duplicate the equipment cache in each task force. Since additional trained personnel already exist in each task force, the duplication of the equipment cache, coupled with existing personnel, would <u>immediately</u> double the capability of the present system.



The development of a modular deployment system and the enhancement of the transportation system within the present FEMA USAR system would provide for smaller and more responsive deployments for those events, within the 157 Nunn-Lugar-Domenici metropolitan areas, requiring specialized capability or those warranting a more rapid and mobile response.

As demonstrated in every major incident in the last decade, immediate response provides the best opportunity to affect lives by ensuring that responding teams can initiate rescue functions, establish the necessary command infrastructure and prepare for the arrival of USAR teams within 24 hours. The federal government should assist the fire service in expanding a proven concept by utilizing existing regional technical rescue teams. These teams would be designed to be smaller, quicker to deploy, and closer in proximity to the emergency, and would therefore have easier and more rapid access to emergency scenes. This immediate response would be followed by the deployment of the more traditional USAR teams, which would be activated and deployed in their usual manner.

The Metropolitan Medical Response System (MMRS) is a new development from the Department of Health and Human Services that is attempting to link local emergency and medical responders into a series of local networks. Together, these local networks can improve a national response to chemical and biological exposures. MMRS programs are not well known, which may hamper their deployment. The federal government should ensure that MMRS programs are well funded and receive the materials and training necessary to ensure the safety of providers and citizens.



5. Define federal leadership for fire service.

- a. Establish and maintain Cabinet-level representation for fire service.
- b. Continue strong congressional leadership and advocacy for fire service issues.
- c. Legislatively establish a fixed, six-year term for the USFA Administrator.
- d. Maintain the number-two position in the USFA as a senior career position.
- e. Develop a national Command Support Team response program.

Discussion: The U.S. Fire Administration (USFA) is a directorate within the Federal Emergency Management Agency (FEMA). Its mission is to provide leadership, coordination, and support for the nation's fire prevention and control, fire training and education, and emergency medical services activities. USFA's ultimate objective is to significantly reduce the nation's loss of life from fire, while also achieving a reduction in property loss and non-fatal injury due to fire. It achieves its objectives through four basic activities: data collection, public education and awareness, training, and research and technology.

Until the appointment of USFA's current operating officer, leadership at USFA had been unstable. As the fire service moves forward with changes that it will make as a result of the Sept. 11 tragedy, those changes will place an even greater leadership burden on USFA. That is why the federal government must move forward now to ensure that constancy and depth of leadership is in place throughout the organization to prepare USFA for the challenges that lie ahead and to meet the needs of the nation.

The federal government should move immediately to fill the USFA administrator at USFA. Immediately filling the position will ensure that USFA has the focus and coordination to move forward with implementing national goals while at the same time meeting the needs of local agencies. Establishing a six-year term would provide continuity even when administrations change.

Last, FEMA should develop a national overhead support response team program. The fire service has learned in natural disasters, specifically wildland fire management, that improving outcomes at major emergencies is dependent upon the abilities of the various resources to be aligned within an effective command and control system. The magnitude of the incidents that the country has experienced during the last several years has taxed the effective command structures of local fire and emergency response agencies. An overhead team specifically trained and equipped to respond and provide logistical support for the on-scene command structure would enhance the ability of local agencies to deploy and use resources effectively and quickly during a major event.



6. Improve the communications infrastructure for emergency responders.

- a. Create changes to the radio spectrum that will provide for interoperability for public safety Department of Defense to report progress on 138-144 MHz sharing by Oct. 30, 2001.
- b. Take congressional action to require the Federal Communications Commission (FCC) to conduct a study of communications problems encountered in New York City and Arlington County, Virginia during the Sept. 11 terrorist incidents and make recommendations to resolve the problems by March 30, 2002.
- c. Improvements to the emergency communication infrastructure should provide a sufficient and protected frequency spectrum for both voice and data for emergency responders.
- d. Provide priority override for fire service cell phone coverage.

Discussion: Effectively managing any major emergency requires that incident commanders oversee disparate agencies. Organizing multiple local agencies requires that all agencies have a reliable and interoperable communications system. When agencies fail to achieve objectives, post incident analyses often shows that communication systems that are either poor or do not have interoperability. Poor communication means that vital information may be lost or simply does not reach decision makers in time. At major incidents, communications often degrade as a result of saturated cellular phone systems and wireless communications systems that interfere with public safety communications. As we become more dependent on this technology we become more susceptible to communications failures.

During disasters, cell sites serving the area are quickly overloaded and emergency personnel cannot use these systems to help manage the incident. The fire service believes that Congress should take action with the communications industry to solve these communications problems at major incidents. Several solutions are possible: frequency spectrum can be set aside for emergency responders, communications equipment can be designed for interoperability, and public safety cellular telephones can be designed to override civilian cellular telephones when the system is overloaded. To provide radio spectrum for interoperability, either in the 138-144 MHz or within the 700-800 MHz bandwidth, an implementation plan must be designed immediately to ensure that public safety radio spectrum is secure, viable, and available.

The Association of Public-Safety Communications Officials International (APCO) is identifying strategies that will reduce the wireless interference that presently plagues many 800 MHz public safety radio systems¹. As part of that project, the Commercial/Public Safety Interference Task Force is collecting detailed technical information whenever possible.

A comprehensive strategy by the FCC must be designed to provide a protected radio spectrum including a move to 700 MHz for public safety radio systems.

The federal government should prepare a study that identifies the communications problems encountered at the World Trade Center and the Pentagon and develop immediate strategies to eliminate those communications failures in the future.

¹ APCO Project 39, "Interference to 800 MHz Public Safety Radio Systems," August 2001

7. Enact legislation to make FEMA's Office of National Preparedness (ONP) the single federal point-of-contact for terrorism preparedness.

Discussion: Several federal agencies are currently involved in preparing for terrorist attacks. As both a participant and an observer of our national effort to prepare states and local communities for the threat of terrorism in America, we believe that steps need to be taken by both Congress and the administration to craft a more well ordered national strategy. It has been our experience that efforts undertaken to date at the federal level, while alone are valuable, would greatly benefit from an increased level of coordination and accountability. Efforts that may be duplicative or worse, contradictory, lead to confusion at the local level and expend precious federal resources unnecessarily. Efforts underway at the federal, state and local levels of government should be better synchronized for the benefit of public safety.

It is said that the sum of human effort is greater than the individual parts. If none of us can quantify, or even find, the parts, it is more likely that the sum total of our national preparedness effort will be diminished. In our view, a more focused effort would be more effective. At the federal level, there is certainly expertise within different agencies that should be leveraged to create the most effective preparedness effort possible. It seems to us that this could be better accomplished by designating one federal official with responsibility and authority to coordinate and deliver these programs. It also would be best if that official were not concurrently responsible for managing additional responsibilities on a day-to-day basis. In the past we have requested a single point-of-contact in Washington that we can access for answers and provide input to as we move forward.

In May 2001, the president ordered the creation of an office within the FEMA for the purpose of coordinating federal efforts with respect to domestic preparedness for terrorism. This proposed Office for National Preparedness should be codified in law and given the appropriate legal authority to carry out its mission.



8. Increase funds for counterterrorism programs.

- a. Continue statutory delivery of funds directly to the 157 Nunn-Lugar-Domenici metro areas.
- b. Maintain two-tiered approach to funding top population centers. Require an 80 percent pass-through for all federal funds passing through states for other than largest population centers.

Discussion: If the fire service is to prepare to respond to acts of terrorism, federal dollars must be delivered in the most direct and timely fashion. The 100 percent direct funding to the 157 metropolitan communities as identified in the Nunn-Lugar-Domenici bill should continue as well as the 80 percent pass-through to each state to provide federal funding for smaller communities.

The Department of Justice began, in FY 1998, a direct grant program for local communities designed to enhance terrorism preparedness. In FY 1999, Congress chose a two-tiered approach that funded both the 157 largest jurisdictions and the states, which were in turn expected to develop state-wide plans and use available funds to address the needs of communities beyond the 157 largest. In FY 2000, Congress chose to fund only states. No funding was provided to any local jurisdiction through this program. The vast majority of states have to date not developed the plans they were directed to complete by Congress. Consequently, several fiscal years of monies, already appropriated by law, have not been released. This slow pace is unacceptable. Direct federal grants to the 157 largest jurisdictions, home to a vast majority of Americans, needs to be resumed immediately.

State planning should be expedited so that states can address the needs of jurisdictions beyond the 157 largest as quickly as possible. A "pass-through" required by Congress that mandates 80 percent of available funding be made available to local communities should be strictly enforced now and in the future.



9. Fund Operation Respond to improve response to hazardous materials incidents.

Discussion: Operation Respond Emergency Information System software (OREIS) allows first responders to directly access carrier files to confirm vehicle contents and receive specific emergency guidance, saving minutes and often hours in obtaining critical information. The software also contains schematic diagrams of Amtrak, Washington (DC) Metropolitan Area Transit Authority (WMATA) and many other commuter rail passenger cars.

The program provides emergency responders — fire, police and medical personnel — with detailed information about the nature and composition of the chemicals being transported by the carrier and offers manufacturers' recommendations about how dangerous chemicals should be handled in different situations. In addition, the program provides detailed schematic diagrams of passenger cars that specify the locations of fuel and electrical sources, seating diagrams, exit doors and windows, and schematic views of both the interior and exterior of the car.

10. Direct the formation of Terrorism Early Warning groups (TEW) to enable resource and information sharing between fire service and law enforcement agencies.

Discussion: Effective and rapid dissemination of indications and warnings to local emergency response agencies is an essential yet problematic element of terrorism management efforts in the United States. For bioterrorist threats, such efforts must integrate ongoing real-time surveillance efforts. Terrorism Early Warning (TEW) groups are a multilateral, multidisciplinary effort to monitor open source data to identify trends and potential threats, monitor specific threat information during periods of heightened concern, assess potential targets, and perform net assessments to guide decision making during actual events. TEW provides Integrated Threat and Net Assessment from a multi-jurisdictional perspective.

City and county fire departments work together with emergency management, FBI, local law enforcement agencies, Department of Health Services, as well as other state and federal offices.

The formation of Terrorism Early Warning groups would support field response in the preparation for and response to acts of terrorism.



- 11. Augment both local and federal fire and emergency service mutual aid capabilities to support federal fire and emergency service departments to protect critical installations, particularly under heightened security.
 - a. Analyze the dependency between Department of Defense and Public Fire Protection (mutual aid) during times of heightened security.

In many ways, the Department of Defense (DoD) Fire and Emergency Services program is aligned closely with its non-federal civilian counterparts. Both DoD and local fire departments provide fire suppression, fire prevention, emergency medical response, disaster management, hazardous materials mitigation as well as other services. However, unlike other departments, the DoD Fire and Emergency Services program also has a military mission.

DoD departments provide fire and emergency services to military bases in the United States and abroad. Typically, a DoD installation fire department would be minimally staffed, and a majority of DoD fire departments will cross-staff aerial ladders, airfield rescue fire fighting vehicles, hazardous materials response equipment and medical response vehicles from engine companies. Cross-staffing means that when more than one of these resources are needed, only one is available because only one crew is available to staff it.

DoD installations in many instances do not maintain and staff the required number of fire apparatus to meet the protection levels for the installation. Instead, mutual aid agreements have been developed to aid both the Department of Defense and local municipalities to respond to emergencies, to improve training programs, and to improve communication programs between agencies. In those communities where the DoD fire department is the only career fire department in the county or region, that department may be the only resource for equipment and staffing. When security is heightened, the DoD department must remain on base because of its military mission, which impacts local communities. Further, the local jurisdictions are precluded from entering a DoD facility during high-security events. As a result, both the DoD and the community lose the value of receiving aid from their respective neighbors.

About the International Association of Fire Chiefs

Established in 1873, the International Association of Fire Chiefs (IAFC) is a powerful network of more than 12,000 chief fire and emergency officers. Our members are the world's leading experts in fire fighting, emergency medical services, terrorism response, hazardous materials spills, natural disasters, search and rescue, and public safety legislation.

Mission Statement

To provide leadership to career and volunteer chiefs, chief fire officers and managers of emergency service organizations throughout the international community through vision, information, education, services and representation to enhance their professionalism and capabilities.

International Association of Fire Chiefs

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