

TOGETHER WE CAN

The Mutual Aid Box Alarm System of Illinois

Best Practices for Developing a Mutual Aid System for Fire, EMS and Specialized Incident Operational Teams



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PREFACE

"In the wake of 9-11, America's fire and emergency service brought to the nation one of our greatest strengths: the ability to quickly mobilize to come to the aid of those in need — at any time, in any place, and for all hazards. Thanks to MABAS and other forerunners, the IAFC was able to demonstrate to those charged with our national security what a vital and essential role was to be played at the local level, and the strength of many fire departments mobilized as one. Over the course of nearly 10 years, the system has been tested — by man and by nature, at the national level and at the local level, by threats of physical harm and threat of economic hardship — and it has only made us stronger. The network of mutual aid has grown exponentially under fire service leadership, the systems used to implement the system have been streamlined, and new technologies have emerged to ensure clarity and agility. While mutual aid is an outstanding model of response, it is also a model for the future of the fire and emergency service. The progress of mutual aid in the U.S. tells us that the fire and emergency service can 'step out of the box' without leaving our values behind — and not only will we be operationally successful, but we will lead and we will thrive."

—Chief Jack Parow, MA, EFO, CFO President and Chairman of the Board,
International Association of Fire Chiefs

"The face of the fire service in our country today is but a mere reflection of our history. The past 50 years have been witness to a growing evolution of our industry from one with a singular mission of fire suppression to one that encompasses a broad and complex array of services that has redefined our collective roles as all-hazards emergency response organizations. However, not lost in the ever-changing duties and responsibilities is the recognition that the fire service of yesterday created the foundation from which our agencies are capable of fulfilling their day-to-day missions. These foundations lie within the rich history of collectively sharing jurisdictional resources and managing operational programs under a universally-accepted doctrine of command-and-control generally referred to as the incident command system, or ICS."

—Chief Jack J. Krakeel – Chair, Mutual Aid System Task Force, International Association of Fire Chiefs,
A National Mutual Aid System for the Fire Service – A Strategic Plan, August 2006

America's fire service culture has laid the foundation for developing a national mutual aid system that is consistently evolving. The International Association of Fire Chiefs (IAFC) honors that tradition and has sought systematically to build a national mutual aid system through a grassroots effort within the fire service. That effort depends on robust state mutual aid programs, such as the one in Illinois, and the cooperation and coordination of multiple federal partners, professional organizations and associations.

The IAFC's Mutual Aid System Task Force (MASTF) guided this effort after officially forming on October 15, 2005. The MASTF members represented each of the IAFC's divisions and sections and sought input from working groups consisting of subject matter experts from many states. They also worked closely with federal partners and other national associations, such as the National Emergency Management Association.

The MASTF members reviewed the recommendations of the report *America's Response to Hurricane Katrina: The First Great Test of the Department of Homeland Security*, produced by the IAFC, National Fire Protection Association and Metropolitan Fire Chiefs Section. The report recommended structure and process changes to America's national preparedness efforts. In August 2006, the MASTF produced a strategic plan with specific recommendations for six critical functions — and they did this in less than a year, meeting the challenge from Chief William D. Killen, CFO IAFC President, 2005-2006.

The MASTF handed the torch to a new IAFC committee to implement the proposals — the IAFC Emergency Management Committee (EMC), formed in August of 2006. The EMC is responsible for addressing issues of mutual aid and providing state-to-state coordination and oversight to the Interstate Mutual Aid System project, known as IMAS. With support from the Department of Homeland Security's National Integration Center, IMAS's ultimate goal is to support the development of comprehensive and functional mutual aid plans for the fire service in all states, tribal nations and U.S. territories.

In just a few years, the IMAS project has developed a guide for states and a corps of technical advisors to assist in the field, along with table-top exercises to help states refine their mutual aid systems. Information about the IMAS projects and resources can be found on the IAFC website, www.iafc.org.

The Mutual Aid Box Alarm System (MABAS) of Illinois illustrates the evolution from a culture of local mutual aid in Illinois, to regional mutual aid within the state, to a robust statewide mutual aid system that serves as a model for the nation. The IAFC is proud to present the story and best practices of MABAS.

INTRODUCTION

A group of innovative fire captains and chiefs seeking to automate mutual aid in their region created the Mutual Aid Box Alarm System, known as MABAS, in Illinois in 1970. From its inception in the Chicago suburbs, MABAS has grown to a statewide, non-discriminatory mutual aid response system for fire, emergency medical services (EMS) and specialized incident operational teams. Other states are adopting MABAS procedures and structure because, quite simply, it works well — every day, for all hazards, and in disasters near and far. The system is well-tested, standardized and refined by experience.

MABAS officials will assist those who want to learn more about this system and adopt something similar in another state. This willingness to share information and serve as advisors is a hallmark of MABAS in Illinois.

Sharing the MABAS effort in Illinois are representatives from the Office of the State Fire Marshal, Department of Public Health — EMS Division and the Illinois Fire Chiefs Association.

The system defines a resource response plan to any location within the state when the governor issues a Declaration of Disaster. MABAS signed a Memorandum of Understanding with the Illinois Emergency Management Agency on January 16, 2001, which was a first in Illinois history.

This book provides the story of MABAS and an overview of the system — what it is, why it works, and what it can do for your fire department and state. For more in-depth study, MABAS has volumes of information on its website, www.MABAS.org. The website provides contact information and details and documents on the association's structure, deployment and operations, special teams and assets.

To talk with a MABAS official, contact the MABAS Readiness Center:

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CHAPTER 1

THE STORY OF MABAS

A fire in one Chicago suburb inspires a fire lieutenant to start MABAS

When he moved with his family to Elk Grove Village in the 1960s, Lt. Kuhn had served 11 years in the Chicago Fire Department. He had witnessed the power of mutual aid between the city's districts and stations using a system of alarm boxes based on geographic areas. When a chief "struck" the alarm, his department received a rapid, organized deployment of additional resources. Lt. Kuhn was convinced that the fire departments in the northwest Chicago suburbs could build an automated box alarm system using a similar foundation — pre-planned box alarm cards defining available resources in set regions, and a pre-determined emergency communication system.

After careful evaluation, Lt. Kuhn planted the idea with his own fire chief, Chief Allen Hulett. "I wrote a letter on May 26, 1970, explaining my frustration and saying there is a simpler system out there, so let's do it. My fire chief took my letter to the Illinois Fire Chiefs Association, got their support and we started the planning." (The Appendix has excerpts from his letter.)

The Northwest Fire Chief's Association provided support by organizing a group of junior officers to help develop this idea, he said. He gives a lot of credit to the members of that committee, who helped develop the basic rules for the system.

"We proposed a system of pre-determined responses in each town with phantom alarm boxes using a card system. We gave each fire department a number and tried it out. We had about four or five departments involved, and the number started to grow from there," he recalled.

In his article in the September 1977 *Fire Chief* magazine, then-Captain Kuhn described the next steps. "After arriving at these definitions and procedures, the committee returned to the Northwest Fire Chief's Association with its report. The fire chiefs gave their approval and the MABAS program was begun. A mutual aid contract was drawn up and distributed between the original participating communities. While this was being processed, the box cards were filled out with the predetermined response by each fire chief. The cards were copied and sent to all participating communities." Soon thereafter, MABAS held its first drill. "The drill proved that a large number of apparatus and men could be quickly assembled without confusion and delay," Capt. Kuhn reported.

The system continued to improve and expand. By 1977, MABAS had grown to approximately 60 member departments. "With this growth, we realized we would have to divide the system into divisions," Capt. Kuhn recounted in his 1977 article. "We now have five active divisions; each division has its own president and secretary. A sixth division is also beginning to form."

In an interview for this book, Capt. Kuhn recalled the interest from other states adjoining Illinois. "We made improvements and changes as our mutual aid system was developing. We took the MABAS dog and pony show out there to the other communities, and by the time I retired in 1988, Wisconsin was trying a similar system and Indiana was thinking about it."

Before he retired Capt. Kuhn also had witnessed a real milestone, one of his "greatest joys," he said. The City of Chicago Fire Department joined as MABAS's Division 9.



Captain Don Kuhn

MABAS Snapshot

"The MABAS program was formed basically with the understanding that we must help ourselves. The local police departments can call on the state police, county police, National Guard, and federal troops if needed. Only a fire department can effectively assist another fire department when it needs help. It's about time that the fire service pulls together; the MABAS system proves that it can and does work."

Excerpt from "A Suburban Mutual Aid Box Alarm System" by Capt. Donald Kuhn, Elk Grove Village Fire Department, *Fire Chief Magazine*, September 1977

The early challenges of culture and control

The early days of MABAS saw challenges. The culture of suburban and rural fire departments and the individual chiefs' perceptions about MABAS sometimes created barriers. Even though the chiefs could see that MABAS worked well in other communities, some doubted its value for their own jurisdictions. What ultimately worked was appealing to the chiefs' understanding of their true mission — protecting their citizens in the best way possible.

MABAS began to change the culture of the Illinois fire service to one of greater understanding, cooperation and respect. "This brought us all closer together," Capt. Kuhn said. "When I met with fire chiefs from all types of departments, we grew to respect each other, and I learned that even though you may come from a paid department, you don't know everything. I gained a lot of respect for volunteers after working with them on this system."

Fire chiefs were concerned that joining MABAS would mean giving up control while responding to incidents. Chief Ralph Blust (Ret.), who served as Executive Secretary of MABAS from 1988 to

2006, recognized this concern. He said that MABAS showed these chiefs that they gained more control of an event when using the MABAS system. "MABAS allows you to prepare on a nice sunny day and you can train and drill with your plan. Then when the big event happens, you are ready," he said.

Slow and steady growth

By the year 2000, MABAS had expanded to 25 divisions as it proved to be a stable, daily mutual aid system that communities could rely on. Each fire department could pre-determine tiers of resources to call upon based on each incident's severity. Each chief defined the resources needed for one, two, three, four or five alarms by drawing from neighboring communities. (More information will follow in Chapter 2, "How MABAS Works.")

Chief Lester Macko (Ret.) of the Cary Fire Protection District (McHenry County) saw the value of MABAS in the 1970s and added his district to MABAS Division 2. He also promoted the MABAS system actively with Capt. Kuhn, going out on the road to speak to other chiefs. "Back then chiefs just didn't want to pull an alarm. But when they saw it worked in McHenry County, they got interested," he said.

Chief Macko and others involved in developing MABAS noted that a real draw for fire departments was access to emergency medical services through the MABAS system. If a district had just one ambulance, MABAS gave them access to many more rapidly and easily.

Chief Jack Henrici worked as a lieutenant with then-Lt. Kuhn in the Elk Grove Village Fire Department in 1968, when Lt. Kuhn was "kicking around" the idea of a mutual aid box alarm system. Lt. Henrici came from the Skokie Fire Department and saw how the box alarm system could be adapted to suburban communities.

"This system did not grow very rapidly," he said. "There were only four departments in it for the first five years. When we saw it could work, we created Division 1. As others saw it work, it was a 'no-brainer.' If you could get the egos and pride of ownership out of it, this was a wonderful system."

MABAS began to grow through word of mouth and reputation, Chief Macko said. "When we had nine departments, it started to get unruly and we created Division 2. We needed to develop a standardized contract for all, but it was probably 12 years before we had that. We finally got to the point where we were not going to let all the lawyers from all the districts massage it any more."

The standardized agreement is a hallmark of MABAS. (An in-depth discussion follows in Chapter 4, "Why MABAS Works," and the agreement is included in Appendix 3.) One noteworthy provision is that a fee is

never associated with a MABAS response. Other key elements are the standards MABAS has developed over time, including standards for responses to a disaster declaration or EMAC responses for fuel payment, communications and manpower. For example, MABAS has established a standard hourly wage for non-career firefighters for all departments that respond to an EMAC request or declared disaster.

In some cases, MABAS adopted national standards, such as the National Incident Management System (NIMS). MABAS's members still believe this is a simple system for mutual aid. "We have used the same simple system day to day, so when a big event happens, it is still the same simple system," Chief Macko said.

Just before he retired from his position with MABAS on March 8, 2006, Chief Blust wrote a letter to Jay Reardon, then serving as President/CEO of MABAS, to comment on MABAS's work and bid goodbye:

"In 1988 when I was appointed as Executive Secretary there were 10 Illinois divisions. Today there are 67 divisions in four states in MABAS. Over the past six years under your leadership, MABAS became nationally recognized as the leader in mutual aid, and it is a national model for all states to follow. Everyone in MABAS should be proud to be part of such a great organization."

"Equally as important as the group is the fact that the MABAS organizational structure is such that it will endure over the years. No one person or group owns or controls MABAS. It is made up of persons dedicated to help their community, their citizens, and their neighbors."

Indeed, MABAS has endured and now serves as a model for other states. Since 2000, MABAS has become a "statewide, nondiscriminatory mutual aid response system for fire, EMS and specialized incident operational teams," according to the MABAS website, www.MABAS.org.

Terrorism events propel new state developments, MABAS opportunities

"In the beginning MABAS took a gentle path of growth and development, with a certain degree of risk along the way. The real game changers were the terrorism events in the late 1990s," recounts Chief Jay Reardon (Ret.), CEO of MABAS.

State and federal government officials focused intently on how to prepare for such events and other large-scale disasters. In May 2000, the governor of Illinois signed an executive order to establish the Illinois Terrorism Task Force (ITTF) as a temporary committee to work with the state's homeland security advisor and the Illinois Emergency Management Agency (IEMA). The task force included representatives from each of the state's emergency agencies. The ITTF website (<http://ready.illinois.gov/ittf/>) describes its mission, which is "to implement a comprehensive coordinated strategy for domestic preparedness in the State of Illinois, bringing together agencies, organizations and associations representing all disciplines in the war against terrorism."

The purpose of the task force was to further Illinois' disaster preparation efforts, specifically to address the state's role in Weapons of Mass Destruction (WMD) preparedness and to coordinate the response to WMD events throughout the state, utilizing expertise at local, state, and federal levels and across different disciplines. The task force focuses on issues such as providing quick response capability in every region of the state and basic WMD first-responder training statewide.

The ITTF is now a permanent entity under the governor's direct control (Executive Order 2003-17, signed in 2003). MABAS is one of 60 current ITTF members (as of 2010) and has been a member since the task force's inception.

Chief Reardon described how MABAS became the state of Illinois official mobile support system for emergency preparedness, "one of the pinnacle points of our success."

"The ITTF's job was to write the annex for terrorism to the statewide plan. They realized that the state fire marshal, the Department of Health, the EPA [Environmental Protection Agency] and other agencies had no ambulances or specialized equipment to deploy, while MABAS did. We asserted ourselves through the creation

of the ITTF, took a low-key approach and showed them that MABAS had a good following and solid track record. They saw we were the most appropriate to create something doable through this annex,” Chief Reardon said.

Mike Chamness, the ITTF chair, always worked under the premise that the group is inclusive, not exclusive, according to Chief Reardon. “The work is done by 10 agencies, and others are support agencies. The biggest players are MABAS, ILEAS [the Illinois Law Enforcement Alarm System] and the Illinois Emergency Services Management Association,” he said.

“Mike asked if MABAS could write an annex to the statewide plan that would cover all risks, including hazmat. We wrote that plan in 1998 and 1999 for the fire service and EMS. We started taking inventory of the people, certifications and equipment in the MABAS system to create an inventory document. Its matrix shows all the equipment and people available through MABAS.

“We became partners with the state agencies and were the first representatives of local government on the ITTF. The work we have done with the ITTF saved Illinois a lot of headaches and showed the federal government our state could get things done.”

MABAS enters into an agreement with the state for disaster response

Historically, the Illinois Emergency Management Agency (IEMA) has had the capability to support disaster-stricken communities in all areas except fire, EMS, technical rescue, urban search and rescue, and hazardous materials operations teams. Illinois assets — such as state police, the Department of Transportation and other state assets — mobilize under the governor’s direction in response to a disaster. As Illinois does not own its own fire department, EMS ambulances or specialized operations, a substantial “system” resource within the control of the state was lacking in 2000.

On January 16, 2001, MABAS and the IEMA signed an intergovernmental agreement that symbolized MABAS’s extensive capability and gave the state IEMA the benefit of MABAS’s assets.

The agreement called for MABAS “to provide disaster response assistance to units of local government during declared disasters when local and regional resources are insufficient to meet the disaster response needs of the requesting unit of local government, and to provide for disaster training exercises to maximize the effectiveness of responses to disaster related requests for assistance.”

“This made MABAS the state’s mobile support system when a disaster is declared,” Chief Reardon said.

The Memorandum of Understanding (MOU) specifies that when the governor of Illinois declares a disaster, the stricken governmental unit may request assistance from IEMA by contacting the State Emergency Operations Center (SEOC). After IEMA approves the request, the SEOC may request assistance from MABAS through the MABAS Regional Emergency Dispatch Center (RED Center) in Northbrook, Illinois. SEOC staff members assign the personnel and equipment to the local incident commander to support local operations.

Under the MOU, which is codified in Section 8 of the Illinois Emergency Management Agency Act, all equipment dispatched becomes the property of the state of Illinois while used for the event and all dispatched personnel are members of mobile support teams. The state assumes liability for any equipment damages and reimburses all agencies responding under the MOU for all eligible expenses.

Building relationships and trust to grow the state-wide system

Before signing the MOU, Chief Reardon recognized that MABAS would need to build relationships and trust with fire departments across the state to ensure that they could stand together as a team when they presented their plan to the state. “The worst thing we could do was to over-commit and then watch it all crumble,” he said.

“If MABAS divisions up north wanted to develop the plan on their own, we would have failed and looked like elitists. We would have seen resistance from the chiefs in other regions,” he said. “We needed to make them equal partners. We developed a real coalition through developing those relationships.”

When the MABAS leadership had drafted the state response plan, it went out for review and comment. “We asked population centers to talk with their neighbors, and we asked the paid departments to talk with the

volunteers. We said you need to develop those relationships so when I take this plan to Springfield [the state capital], they will see we are coming in as a team.”

The plan was sound and reasonable, said Chief Reardon, and the standards made sense to all types of departments. For example, no department would have to commit more than 20 percent of its resources for an event.

“With this plan we asserted ourselves with the state IEMA and the ITTF, showing that we could merge local resources with the state. We could convey that MABAS understood the local resources and we could provide support for the state response. The plan was not overwhelming when we unveiled it as a statewide plan. It was something they could understand.”

Chief Reardon and his MABAS colleagues had to consider what would happen in areas where fire departments were not members of MABAS. “We would need to work with them in a disaster,” he said. “We had identified population centers that were not represented in MABAS, or they had something unique, such as a prison or military base. If something occurred there, it could be sizeable for those reasons. We worked it out so that non-MABAS members just needed to sign an agreement with IEMA so they could legally participate in our plan to be a mobile support unit.”

This single statewide plan, the partnership with IEMA and the ITTF, and new government grants accelerated MABAS’s growth significantly. MABAS grew from 25 divisions in 2000 to 67 in 2010.

MABAS and 9/11

With the state plan in place, MABAS continued to deploy assets (approximately 800 times each year) and to respond to governor-declared disasters. On September 11, 2001, the world of terrorism response changed.

MABAS was not called to deploy. Instead, MABAS became a rumor control and information center for the state’s emergency services.

“We became a clearinghouse for IEMA for the fire service community to determine what was true, what was rumor. We had the challenge of telling everyone to stay home and not go to the World Trade Center. IEMA had a sense of confidence that they could call MABAS and get straight information, and we could call IEMA to update them. This was an excellent dry run. IEMA now had an event, and they had a dialogue with MABAS. It fortified the relationships and the willingness to participate in the plan.”

The ‘white powder phenomenon’ and federal grants

Soon after 9/11 the United States experienced the “White Powder Phenomenon” — a spate of events where potentially hazardous white-powder substances appeared in buildings through letters and other means.

“We went crazy trying to respond to this,” Chief Reardon recounted. “We were making it up as we moved along. It was the first time that any federal money was available for our response. But we had ideas from our hazmat teams and could give accurate situation reports to the Governor’s office and IEMA about where our regions were prepared and where they were not and there were gaps. IEMA recognized that MABAS could use some help.”

IEMA gave MABAS authority to purchase equipment specific to dealing with the white powder event. “We bought the equipment, organized the hazmat teams and trained them within several days,” Chief Reardon said. “Everyone was amazed. This showed people we could manage money and we could make projects happen with good results. We increased our capability and sent a good message to fire departments in our state that we could convey the problem and the State would do something about it and help us solve it. That really increased our credibility.”

FEMA asked MABAS to sign sub-grantee agreements with the state of Illinois, and MABAS received its first federal grants in 2003.

“We in our naïve sense of confidence said we could do it. We had no backroom structure to monitor this. Then we hired Chief Jerry Page (Ret.), our first paid staff member. We needed to have total accountability

for the organization as well as resources going to local divisions and population centers,” Chief Reardon explained. (Chief Page now serves as Branch Chief, Planning, and held several positions prior to that role.)

By 2007 MABAS reached some other critical decision points. Through their Executive Board process, MABAS identified the need for specialized equipment and training and secured federal grants for these. They developed their first Urban Search and Rescue Team and began to create a professional, permanent management organization. The State Fire Marshal, Larry Matkaitis, advocated more funding for MABAS — \$125,000 a year from his department’s fund. “Those are funds we can designate for various purposes — no interest loans for fire trucks, some scholarships, funds for MABAS, Illinois Fire Services Institute, Illinois Fire Chiefs’ training for new chiefs,” he said.

MABAS leaders built total accountability into the system by hiring two full-time employees to deal just with grant funding and expenses, to maintain compliance and look for new funding opportunities. As of 2010 MABAS was managing approximately \$10 million a year in grants and other funding.

In addition, MABAS established a dues structure in 2003 that the divisions administer. Dues are set on a sliding scale based on a department’s annual expenditure operational budget. (Capital expenses are not included in the budget total.)

MABAS’s division structure provided a way to collect and assess information about needs in the state’s regions. Seven MABAS regional operations chiefs conduct annual staff visits with each division to assess its strengths and weaknesses and to make suggestions on how to fill the gaps.

“We obtain the federal grants and treat everyone equally,” Chief Reardon said. “We will buy the equipment, issue it, train you on the equipment, and create the committees to support this effort. The agreement from a fire department is that they will spend the funding in a certain way. Also, we pay after their city has paid the overtime and backfill for the training.”

This well-organized and accountable method of obtaining grants for equipment and training through the MABAS system impressed IEMA. IEMA representatives “started talking up MABAS,” Chief Reardon said. “The population centers wanted to be part of MABAS, and we took off. From 2005 we went from 225 fire departments to over 1,100 in 102 counties.”

The Utica Tornado proves MABAS’s speed, sustainment

On April 20, 2004, a spate of tornadoes hit the Upper Midwest, with 30 tornados in Iowa and more in northern and central Illinois and Indiana. The one that touched down in Utica was the only one leading to fatalities. The winds caused the Milestone Tap, a barn converted into a tavern in downtown Utica, to collapse into its basement, causing the deaths of eight people.

The response was MABAS’s first “real world” execution of its statewide response plan. The local fire chief requested extra alarms from MABAS (above his basic running box cards from his division). Chief Rick Scott of the Ottawa Fire Department was one of the first to arrive. The Utica fire chief asked Chief Scott to assume command of the incident because the events were too close to the Utica chief’s heart, and he had not yet been able to check on the welfare of his family. Chief Scott immediately requested his own town’s box cards for technical rescue team response. Four teams of ten technicians — each from adjoining MABAS divisions and CART — responded with equipment and reported to the collapsed structure with known entrapments. Chief Scott also requested activation of the statewide plan for ten ambulances, four more technical rescue teams and several heavy rescue squads. RED Center personnel contacted the SEOC and began to mobilize the requested resources.

Chief Reardon, then-President of MABAS, talked to Chief Scott via cell phone about his projected needs for the next series of operational periods, taking into account the fact that night was falling and responders still needed to conduct primary and secondary search and reconnaissance efforts for the remainder of the residential area outside of the immediate downtown. MABAS activated several more technical rescue teams

MABAS Activations

MABAS has been activated on several occasions by the Illinois Emergency Management Agency for emergency declarations since the January 16, 2001, Memorandum of Understanding was signed. The responses include: Tamaroa train derailment, Roanoke tornado, Utica tornado disaster, and Hurricane Katrina Louisiana response and recovery effort through an EMAC activation.

An example of a routine MABAS activation was the City of Chicago's LaSalle Bank Building Fire, where twenty-two (22) suburban fire agencies filled in at City of Chicago fire stations to maintain continuity of emergency service to various Chicago neighborhoods.

Excerpted from "MABAS Overview — The MABAS-IEMA-IAFC Initiative, July 2007," by Jay Reardon, Fire Chief (Ret.), on the MABAS website, www.MABAS.org.

as well as eight full firefighting/rescue task forces (with each task force having three engines, one ladder truck, one heavy rescue truck, three ambulances, and a chief officer with 28 trained firefighters and paramedics). Their initial goals included technical rescue team efforts on a collapsed building with known entrapments; primary survey and windshield assessment of the entire city; ensuring the safety and security of utilities; backfilling the city's firefighting and EMS station; and identifying structural collapse zones. MABAS also assigned an IMT support team to Chief Scott.

The morning light showed the tornado's full effect, and made clear that all deployed resources were needed. The governor made an official disaster declaration. Unfortunately, eight of the entrapped victims perished from impacts sustained during the collapse; however, the technical rescue teams were able to locate and extract the survivors. MABAS remained in Utica as their fire and EMS department for eight days, until the department was able to stand on its own. The week following the tornado brought many structure fires as electrical circuits were reenergized. MABAS forces helped make temporary repairs to the fire/EMS stations so they could be operational and capable of serving the stricken community.

The MABAS disaster response validation system proved its worth by identifying firefighting imposters who arrived in an antique fire truck dressed and claiming to be firefighters. Their actions spurred state legislators to enact a law making impersonating a firefighter or paramedic a felony in Illinois.

MABAS has replicated this response over and over and on much larger scales. In a live report on Chicago's ABC affiliate, a reporter said that in all his years of reporting he had never seen such a mutual aid response. Some resources came from more than 80 miles away. As MABAS CEO Jay Reardon says, "It was a proud moment for Illinois' fire services as well as for MABAS."

Hurricane Katrina pulls MABAS in through EMAC system

MABAS again faced a test during its 2005 response to Hurricane Katrina through the Emergency Management Assistance Compact (EMAC) system. Tom Lovejoy was chief of the Highwood Fire Department at that time; he now leads special projects for MABAS. He recounts what happened:

"Louisiana put out a request for 38 pumpers, 12 ladder trucks, 20 chiefs, and 150 support vehicles. That request was passed on to MABAS by the State Emergency Operations Center (SEOC). Jay called several chiefs, myself included, to the RED Center on the Sunday before Labor Day, 2005, to work the problem. We functioned in ICS positions. Someone took on logistics, finance/administration, etc., and I was planning.

"RED Center recalled operators who contacted the State's MABAS divisions to task them with filling the assignment. We also planned the routing, identified fuel and rest stops, and got situation reports from Louisiana and the New Orleans Fire Department. We put together a convoy guidance package and established a reception area in southern Illinois. We estimated a price for reimbursement (an EMAC requirement) that was accepted by Louisiana.

"By noon on Labor Day, all the apparatus and personnel were in Effingham, Illinois, at a truck stop manned by the Effingham Fire Chief, Joe Holomy and additional staff. They traveled in 10 convoys starting that day. We repeated the process two more times as we exchanged personnel and equipment at two and four weeks — each time with fewer resources tasked. After six weeks, all MABAS equipment and personnel were back home."

"We had never gone across state lines like this, and there were all kinds of jurisdictional problems," Chief Reardon said. The International Association of Fire Chiefs created the Mutual Aid System Task Force (MASTF) to assess the response and interstate mutual aid issues. Chief Reardon served on that group and recalls that "none of us truly understood EMAC issues at the time." (For more information on the MASTF, please refer to the IAFC website section on mutual aid, www.iafc.org/mutualaid.)

He wasn't shy about asking hard questions. "Someone wanted to know why Illinois was involved in the response to Katrina. I had to answer them why our state should go 1,100 miles and they wanted to know why every state does not have a plan in place like Illinois."

Another milepost for MABAS was the ability to provide core backup to the City of Chicago Fire Department, Division 9, as discussed earlier. This especially is a source of pride for those who helped build MABAS from the model that Chicago had provided.

The Big One: The largest ever state mutual aid validation exercise

By 2010, MABAS was ready to demonstrate the largest multistate deployment of resources to validate a state's mutual-aid system ever attempted in the U.S. The IAFC press release recounts the events of that day, which took place during the IAFC's 2010 Fire-Rescue International conference in Chicago:



Gathered and ready. This is the North Reception Center for the MABAS Deployment and Validation Exercise in August 2010. The location is the Northeastern Illinois Public Safety Training Academy (NIPSTA). The reception area is a pre-staging area where staff check in personnel and provide validation codes. From here, personnel and equipment can be assigned to operational areas. Three such sites were fully staffed within 90 minutes.

MABAS drill provides local and regional exercise, international education

Fairfax, Va., Sept. 15, 2010...On August 26, during the general session at Fire-Rescue International (FRI) in Chicago, the audience was witness to the largest multistate deployment of resources to validate a state's mutual-aid system ever attempted. The exercise was executed by Illinois' Mutual Aid Box Alarm System (MABAS), and included the states of Illinois, Michigan, Wisconsin and Indiana. It was monitored live via satellite by nearly 3,000 fire and emergency service leaders from the U.S., Canada and beyond.

The MABAS Deployment and Validation Exercise began at 8:30 am, when the call was made for 33 taskforces to report to one of three reception sites, located on the north, west and south sides of the city of Chicago, as part of a multiple tornado scenario. Over the next 90 minutes, a total of 297 engines, trucks, heavy rescues, ambulances and chief officers, involving 924 personnel, made their way toward Chicago to help the city and surrounding communities.

Using helicopters and fixed cameras, footage was transmitted via satellites to the screens in the McCormick Center, and the audience was kept informed as to the progress of units arriving at the reception sites.

Upon arrival at the reception sites, each member of the taskforce was checked in using the Tier II credentialing system for MABAS. This process uses a bar code assigned to each individual and is entered into a handheld scanner and transmitted to a secure off-site verification system for validation and accountability.

The communications center in Northbrook, Ill., known as the Regional Emergency Dispatch-or RED-Center, served as the primary contact for all deployment communications and resource typing and credentialing of units and personnel. They also maintained contact with the communication centers from the participating MABAS divisions and the State of Illinois Emergency Operations Center in Springfield.

During the validation drill, members of the IAFC's Emergency Management Committee (EMC) and technical advisors from the Intrastate Mutual Aid System served as controllers and evaluators of the entire process at the three reception sites and the communications center. Support for the exercise was provided by the U.S. Department of Homeland Security, the Illinois Emergency Management Agency, the Illinois Terrorism Task Force and the National Integration Center.

Following the exercise, the command officers and evaluators met to each review the activities of the drill and identify any major issues that had surfaced.

While the complete after-action report is forthcoming, the raw performance data and feedback show the participants met and exceeded the validation standards established for measuring the key components used to evaluate the readiness of a state's fire service resources. The outstanding performance confirms that Illinois and the surrounding area is served by a fire service system that has achieved a level of service, capacity and capability enjoyed by only a very few states.

"The participants from MABAS and their neighboring states should be commended for their years of preparation and accomplishments, which were clearly identifiable during the exercise," said Chief Jack Parow, IAFC President and Chairman of the board. "The IAFC greatly appreciated the efforts of MABAS to share this experience with the national and international fire service community at FRI. It added an extra layer to an already complex exercise, but they were eager to contribute to the learning opportunity."

Using the Homeland Security Exercise and Evaluation Program guidelines, the EMC has completed a formal after-action report to work with the four states involved to identify strengths and weaknesses and make suggestions for any follow-up actions that may be recommended...

(Source: IAFC website, www.iafc.org. The release concludes with IAFC and MABAS contact information and boilerplates.)

The EMC has developed a formal after-action report for the four involved states to identify strengths and weaknesses and recommend follow-up actions.



All involved in the validation exercise presented their credentials at this check-in point at the North Mobilization Center. A hand-held scanner verified the credentials with the MABAS Contact Information Management System (CIMS).

All together: Task forces from towns across Illinois mobilized for the MABAS Deployment and Validation Exercise.



The mobile check-in stands ready at the North Mobilization Center.

Two great cities join forces: The Chicago Fire Department (MABAS Division 9) and the Milwaukee Fire Department joined forces for the MABAS Deployment and Validation Exercise, illustrating the power of mutual aid in their two states.



CHAPTER 2

HOW MABAS WORKS

“MABAS is like a giant box of parts. We can build the machine you want.”

—Tom Lovejoy, MABAS special projects leader

Purpose and Scope of MABAS

According to its by-laws, MABAS's mission is “to provide emergency response and capabilities statewide when lives, property or the environment is threatened by manmade, technological or environmental threats by deploying fire, EMS, technical rescue teams, dive or other special operations resources as requested by the host agency and/or stricken community. MABAS also seeks to identify, coordinate and implement activities that promote notions of intergovernmental cooperation.” Its motto is: MABAS has got your back.



The MABAS Readiness Center opened in 2010 in Wheeling, Illinois.

The purpose of MABAS is to coordinate working relationships between all MABAS divisions and encourage new geographic areas to form divisions. The by-laws specify these functions:

- To coordinate the deployment of resources with various local, state and federal agencies and/or municipalities.
- To manage and administer various grants and equitably, operationally and strategically assign resources obtained through grants.
- To manage the affairs of MABAS.
- To set internal guidelines, standards and policy.
- To function as an intergovernmental agency in accordance with state statutes.

Coordinating the work are MABAS's two full-time and 14 contract employees at its central office, the MABAS Readiness Center in Wheeling, Illinois, which opened in May 2010. Chief Jay Reardon became the full-time MABAS CEO in 2010, after serving as the elected president MABAS for 10 years (1998 — 2008), then as President/CEO (2008-2010). Chief Jerry Page started with MABAS in 2003 as the first paid employee and now serves full-time as Branch Chief, Planning. The other contract employees possess many years' experience as leaders in fire service and other related fields. Two work entirely on federal grants accountability. Three serve as the regional operations chiefs for the MABAS regions.

The Mutual Aid Box Alarm System — heart of the robust response

The Mutual Aid Box Alarm System starts with the box card — a document that the fire chief of a system department uses to determine the mutual aid resources the department will need when its resources are exhausted. Requested resources may include specialized items such as personnel and equipment for hazardous materials events or water rescues.

A tiered approach to response. An “alarm” is the pivotal point when the chief of a stricken fire department recognizes the need for additional and/or specialized resources. Starting with the “box alarm level,” the resources increase with each alarm selected. The chief can ratchet up to multiple alarms immediately if the incident requires that level of response.

The box card system is based on the closest, most appropriate resource and a numbering system for each “box,” which is a geographic area. The basic box card lists the fire department’s primary responding units (prior to the box alarm level) and resources for two levels prior to the box alarm, including arrangements the fire chief has already made with other departments.

Then the card allows the chief to plan for different levels of response — tiers of response starting with the first box alarm, then two alarms, three alarms and up. On the box card the chief lists the equipment and personnel needed from other nearby departments for each level of alarm. The chief might select one department to provide an engine, another to send a truck, another to send a squad, another to send an ambulance, and so on.

MABAS has basic card templates available for a structure fire, brush fire, life safety incident (requiring emergency medical services), special rescue, hazmat incident, water rescue and technical rescue.

The box alarm system ensures that a fire department will know in advance precisely the type of resources it will receive or provide. An important part of the MABAS process is the communication among chiefs, who must be able to agree on the resources they will provide.

The 80/20 Rule. MABAS policy is that no department will provide more than 20 percent of its resources. MABAS is not intended to relieve a community of its responsibility to provide an adequate first line of defense for all local emergencies. This is known as the “80/20 Rule.”

Interdivisional requests. MABAS also includes an “Interdivisional Request” system, which activates during a large-scale incident when all companies have been dispatched on the specific box alarm card but additional companies from outside the stricken area’s MABAS division are necessary. That division determines which departments and units will respond based upon pre-determined interdivisional response cards or task force response cards. (A Task Force Request refers to activation of MABAS assets through the State of Illinois Mutual Aid Response Flow Plan.)

Dispatching. When a department activates a box alarm, all communications go through MABAS communications centers. Each MABAS division selects one dispatch center and assigns a backup dispatch center. On the radio, these centers are identified as “Division (number).” For example, the call would be, “MABAS Division 3 from Northbrook Engine 11.”

Imagine if a fire department does not have such a system in place. Although they may have long-standing arrangements for mutual aid with nearby departments, they are not likely to have a tiered approach for deployment as MABAS does — a response that is pre-determined and reliable. MABAS works for all levels of response for all hazards and includes the specialized equipment and teams that no single fire department would be able to have on hand. (Chapter 4, “Why MABAS Works,” has more information on this subject.)

MABAS as the state’s operational agency for fire services

As a result of its 2001 MOU with the State of Illinois Emergency Management Agency (IEMA), MABAS serves as the operational agency for resource deployment of the Illinois fire services. MABAS’s goal is to provide statewide mutual aid for fire, emergency medical services and associated special operational services.

MABAS created the Mutual Aid Response Flow Plan for the State of Illinois to provide for the systematic mobilization, deployment, organization, and management of fire service resources to assist local agencies in a major fire, disaster or other major emergency. The Flow Plan is nondiscriminatory and statewide. Member and non-member fire departments collaborate to achieve the goal.

IEMA may invoke the Flow Plan through a state declaration of disaster or in response to a voluntary request for assistance. The nature of the event will determine whether the IEMA, the Office of the State Fire Marshal, the Illinois Department of Public Health, MABAS, or another state department or agency will coordinate resource deployment. While MABAS controls the asset, the party requesting that asset will control its particular use.

The Flow Plan includes procedures for dealing with a domestic terrorism event that ensure adequate hazardous materials, special rescue, fire and EMS capabilities for sustained, seamless and standardized operations. IEMA recently invoked the Flow Plan to request 2 “tent cities” to house military troops and emergency responders during major flooding. MABAS purchased the tents — which have an insulation package, heating and cooling systems, and methods of darkening the rooms so those working at night can sleep comfortably during the day — as a response to Hurricane Katrina, where responder housing was at a premium.

The Flow Plan is published and operational for emergency response. All MABAS divisions and non-MABAS major population centers throughout the state provided information, completed survey questionnaires and held concept discussions that guided the Flow Plan’s development. Cooperative consortiums such as the Combined Area Rescue Team (CART) also are involved as resources within the plan.

“To make a mutual aid plan happen at the statewide level, you need people who are the sparkplugs, who will adopt the plan and own it and put blood and sweat into it for the long haul,” Chief Reardon said. “Ignore the naysayers. Listen to them, but then do what you must do to get things done.”

Task forces and strike teams for sustained response. MABAS, in conjunction with IEMA, also can mobilize numerous task forces and strike teams of fire, emergency medical, hazardous materials, and technical rescue personnel and equipment to respond to a significant incident or disaster. IEMA and/or the state emergency operations center (SEOC) authorize these responses, which are not designed for speed but for quantity and sustainability. Generally these responses will last between 72 hours and 10 days.

A MABAS task force includes different types of response apparatus and personnel organized to function as a complete response team. The most-often-requested types of task forces are fire/disaster and hazardous materials.

State assets. Personnel and equipment responding under the statewide response Flow Plan generally become assets of the state of Illinois, with reimbursement for staff and other expenses as well as insurance becoming the state’s responsibility.

MABAS leaders anticipate that more fire service agencies will join the statewide mutual aid response through MABAS as the “total force” concept of statewide fire, EMS and special operations takes hold in Illinois.

The role of the ‘RED Center’ in statewide and interstate mutual aid

The state of Illinois has selected the Regional Emergency Dispatch Center, or “RED Center,” to serve as the single dispatch center for any statewide response of fire, EMS, hazardous materials and special rescue teams. At the direction of the Illinois governor’s office, RED Center will coordinate the response of these units to any natural or man-made disaster and any incident of domestic terrorism.

Based in Northbrook, Illinois, RED Center is MABAS’s communications headquarters. It is also the dispatch center for MABAS Division 3’s day-to-day box alarm card system for 17 fire departments and for interdivisional requests when a situation calls for resources beyond Division 3 capability. Jim Clausen, RED Center’s Director, explained that they also coordinate responses to large-scale incidents into the city of Chicago. “If Chicago pulls a MABAS box card, we coordinate the MABAS box cards to any place north of 22nd Street and O’Hare

International Airport. We have responded to the LaSalle bank fire, train derailments and Chicago marathons, to name a few," he said. Another dispatch center handles the south side of the city.

RED Center also assisted with the devastating tornado in Utica, IL; flooding along the Mississippi River; and a chemical plant fire in Sheffield, IL.

RED Center started out in 1977 at the Niles Fire Department and relocated to the basement of Glenview Fire Station 6 in 1981. With the addition of the 911 system in 1991, RED Center became a secondary Public Safety Answering Point (PSAP), a role it serves to this day. The staff handles calls for fire/EMS response after the primary PSAP transfers the requests within a few seconds.

With the increase in calls and a space too small for their needs, the chiefs of the member fire departments selected the current Northbrook facility, which began operations in December 2001. This dramatically increased the size, expandability and functionality of the operation. The facility has four fully functional workstations; each uses a PC-based phone system, PC-based radio system and a Computer Aided Dispatch (CAD) system.

The RED Center dispatch office is staffed 24 hours a day, with a minimum of three alarm operators per shift. These alarm operators are also certified in Emergency Medical Dispatch (EMD); they provide key medical assistance in an emergency. In fact, the Illinois Department of Public Health recognized RED Center as the first dispatch center certified to perform EMD.

Director Clausen spent 20 years on-staff before rising to his current position. He was instrumental in the opening of the new facility in Northbrook.

RED Center has established itself as an effective, cost-efficient operation for rapid response in fire/EMS and for sustained response, marshalling the support needed for disasters inside and outside Illinois. The Center's board of directors and Joint Chiefs Authority consistently work to make sure it maintains its level of excellence.



The Regional Emergency Dispatch Center, or "RED Center," serves as the single dispatch center for any statewide response for fire, EMS, hazardous materials and special rescue teams.

How MABAS is structured

MABAS operates as a clearly structured, representative organization governed by an Executive Board and by-laws that the Board has voted to adopt. The Executive Board includes a representative from each MABAS division, each of whom has one vote. MABAS member divisions may select to regionalize their Executive Board representation, where each division within a region assigns its vote to the regional representative, who has the total number of votes equal to the number of divisions he or she represents.

Validation Exercise

RED Center coordinated the dispatch of all MABAS resources for the validation exercise on August 26, 2010. Director Clausen explained the process RED Center used then and would use in any governor-declared disaster.

“We took the request from the state of Illinois Emergency Management Agency to coordinate the response to a large tornado event. From that we notified MABAS divisions throughout the state through email, text, and cell phones — whatever contact information people had in the MABAS Contact Information Management System (CIMS). Then we received the MABAS notice that we needed to pre-task, to define what resources and what personnel were needed for this event. Based on the algorithm programmed into our computer, we sent a pre-task request through MABAS to the divisions asking if they could fulfill the request. They had roughly 20 minutes to get back. Once we knew what they could provide and the package was ready, we waited for the state to authorize the response. When that came, we sent out the authorization to respond to the divisions.”

Director Clausen explained that typically the state will authorize the response right away, but MABAS staff look at the conditions, do some “intel” work and notify divisions that they may be needed before the actual state directive. With a tornado, the scenario used in the validation exercise, “the MABAS staff went right to the state and the state authorized. Once we figured out our pre-tasking, we had everything ready within 90 minutes,” he said.

MABAS governance includes an Executive Policy Board and functional staff. The duty of the Policy Board is to establish policy through a voting process. Regional and division representatives have voting authority. The president, 1st vice president, 2nd vice president and treasurer/comptroller do not have voting authority; however, the president may vote to break a tie. The duty of the functional staff is to execute the policy.

The process to change MABAS by-laws, policies and procedures is well-established and deliberative. If any member of MABAS wants to suggest a change to a procedure or to the by-laws, the member must work through the MABAS system of review. This may begin with a task group or go directly to one of nine standing committees.

Standing committees with active participants. The standing committees consist of actively participating members who represent their MABAS divisions. As stated on the MABAS website introduction about the committees, “It is the responsibility of all MABAS divisions, departments and chiefs to participate in committees, work task groups or serve as a liaison on the behalf of the interest and welfare of MABAS. MABAS membership involvement is critical to the leadership and success of MABAS. Standing committees, along with work groups and assignments as a MABAS liaison, serve a substantial purpose in guiding, directing and representing MABAS.”

If a committee member does not actively participate, the Executive Board will direct the members of that division to select a new representative.

“The service we provide is complicated. The committees ensure that our training and equipment keeps up our standards. We also know that when we go for a federal grant, we have a lot of research from the committees to back our proposal,” said Chief Terry Lipinski, 1st Vice President of MABAS (2010).

The 2nd Vice President oversees the standing committees, each of which submits a quarterly written report for review at the Executive Board’s quarterly meetings.

The Executive Board establishes and disbands committees by majority vote. Standing committees deal with matters of on-going issues that are of vital importance to the mission of MABAS. The nine MABAS Standing Committees (as of 2010) are:

1. Telecommunications, Communications, and Dispatch Centers Committee
2. Operations Committee
3. Technical Rescue Team (TRT) Committee
4. Hazmat Team Committee
5. Water Rescue and Recovery Team Committee
6. Urban Search & Rescue (US&R) Committee
7. Incident Management Assistance Teams Committee
8. By-laws and Elections Committee
9. Fleet and Mobile Mechanics Committee

For more information on these committees, please visit the MABAS website, www.MABAS.org.

MABAS by the Numbers

- 1,100 member agencies (out of 1,200 total in Illinois)
- 37,000 firefighters (out of 40,000 total)
- 67 divisions
- 100 counties (out of 102 total)
- Six states MABAS active (IL-WI-IN-MI-MO-IA)
- Resources — 1,639 fire stations; 1,800 pumpers; 400 ladder trucks; 375 heavy rescues; 900 ambulances; 650 tenders
- Specialized resources — 44 Hazmat teams; 39 technical rescue teams; 18 water rescue/SCUBA teams; 1 Urban Search and Rescue Team; 25 decontamination vehicles; 11 cascades (air refilling vehicles for air tanks); 8 mobile ventilation units; 3 mobile mission support units; 7 mobile warehouses, 3 tent cities (to house up to 220 people); 78 light towers; 70 all-terrain vehicles; 77 incident management team supply trailers
- Statewide Response Plan — E-CAD (Computer Aided Dispatch process with regions)

Source: "The MABAS Experience...A Continuing Journey," October 2010, presentation by Jay Reardon

Divisions organize their regions

MABAS is an inter-governmental organization of independently governed divisions that ensure the MABAS system works in their regions. Each division is made up of municipal and district fire departments in a geographic area as determined by the MABAS Executive Board. Visit the MABAS website (www.MABAS.org) to view a current map of all the divisions.

According to MABAS by-laws, a division may have an Executive Board and establish the length of the board members' terms; determine its department membership and active status (based on division requirements for paying dues and attending meetings); and permit the membership of other agencies within the division's geographic boundaries.

Each division collects dues and issues a check to MABAS. A division that is more than 90 days delinquent in dues payments faces suspension.

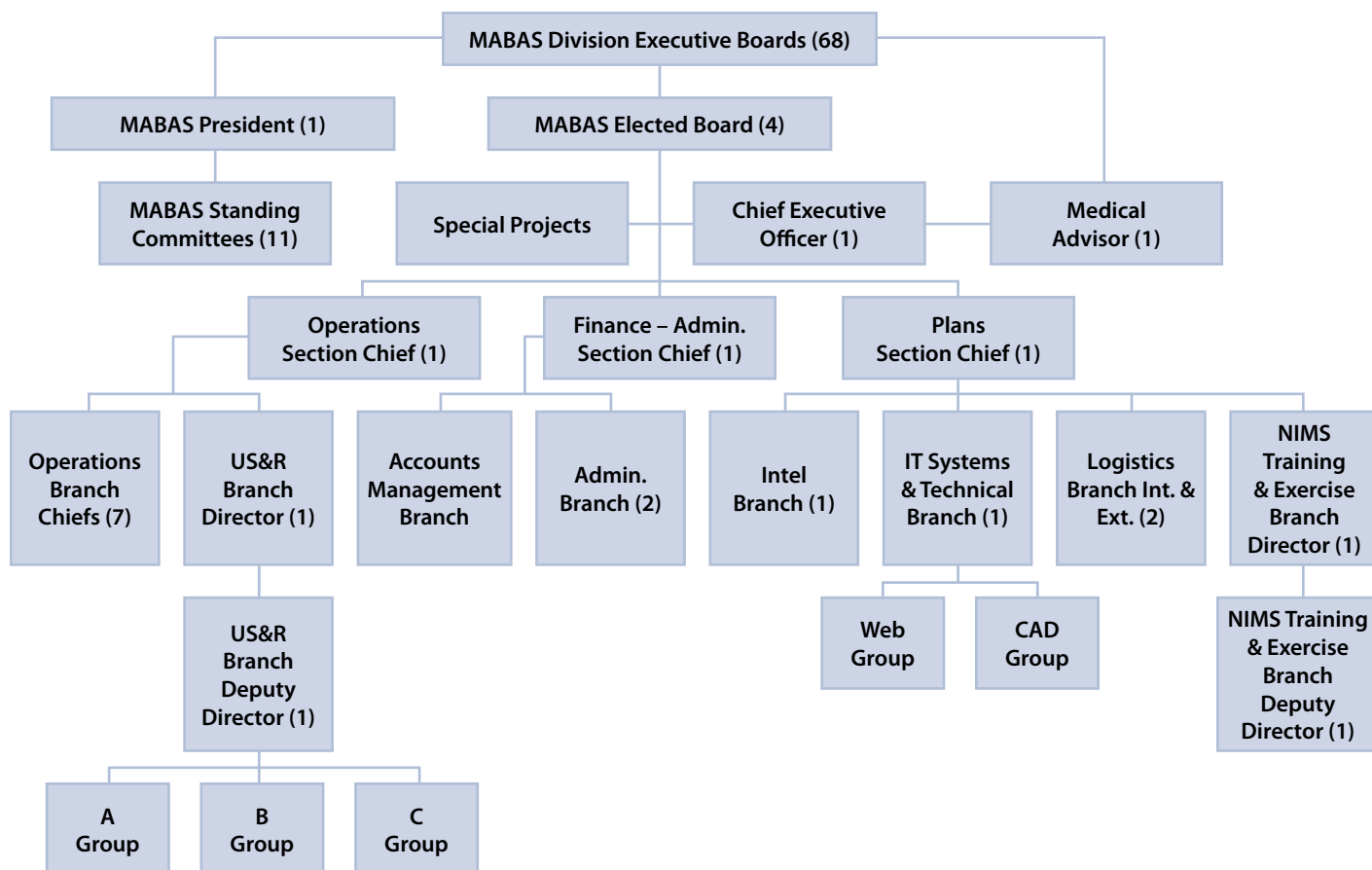
The MABAS Executive Board coordinates and facilitates, though control and enforcement is the responsibility of the division Executive Boards.

Dispute resolution

MABAS has a process for resolving disputes among MABAS divisions or departments. "Such matters of dispute are limited in scope and have a direct relationship with MABAS practices, procedures and the like," the by-laws state. "The president of the MABAS Executive Policy Board may initiate a fact finding and mediation process. The President shall not have enforcement or compliance authorities in matters of dispute between divisions or departments."

For the fact-finding step, the MABAS president appoints three fire chiefs who are not involved in the dispute. Their duties include fact-finding, mediation and negotiations as needed. The three fire chiefs must submit a report to the MABAS Executive Board president.

MABAS ORGANIZATION CHART



Developing standards — policies, procedures and guidelines

MABAS implements any changes to policies, procedures or guidelines through a well-defined, deliberative process.

Policies become system-wide requirements. An individual, committee, work group, division liaison, MABAS executive team or board member, or the CEO may suggest a policy change. An appropriate committee and the CEO review and comment on the suggested policy. Committee chairs and the CEO may support, oppose or remain neutral on a draft policy with appropriate comments. MABAS circulates the draft policies with committee and CEO comments to all MABAS divisions at least 30 days prior to a full Executive Board meeting. A majority vote of MABAS divisions attending a regular quarterly Executive Board meeting is necessary to adopt a new policy.

If immediate action is necessary, the CEO may exercise a waiver if a majority of the MABAS executive team (the President, 1st VP, 2nd VP and Treasurer) approves. The policy will take effect but go through the normal review/approval process as soon as is practical.

Procedures are recommended to MABAS divisions, which handle compliance. MABAS procedures are technical in nature and may be created by individuals, committees, work groups, liaisons, MABAS divisions or MABAS staff. A committee will review a proposed procedure and decide whether to recommend the CEO's approval. Procedures generally do not require Executive Board approval; the exception is when a committee

and the CEO believe the proposed procedure is controversial or could cause hardships in the field. A division seeking to repeal a procedure may request discussion at a full Executive Board meeting.

MABAS members achieve compliance by “following the written word and intent of the (procedure) document. Discretion is allowed to obtain compliance so long as the anticipated end is achieved in a safe manner,” according to the MABAS by-laws.

The MABAS Executive Board may recommend procedures to divisions including but not limited to:

1. Use of standard box cards
2. Use of abbreviations
3. Use of radio frequencies and testing procedures
4. List of definitions and standards
5. Training exercises
6. Incident Command, Unified Command and NIMS procedures
7. Communication procedures
8. Minimal staffing standards
9. Minimal equipment inventories
10. Minimal certification standards
11. Statewide Response Plan procedures/ requirements
12. Special Operations Team standards
13. On-scene safety and resource accountability requirements
14. All coordinated responses
15. All matters of standardization and interoperability

Guidelines provide best practices and are not mandatory. MABAS also develops guidelines for the divisions. MABAS guidelines “provide an education, understanding or learned skill enabling someone to accomplish an end state. Accepted best practices and parameters are often included in guidelines.” As with policies and procedures, individuals, committees, work groups, division liaisons, MABAS divisions or MABAS staff may submit a guideline for consideration. Guidelines do not require Executive Board approval, but they do undergo review by committees and MABAS chiefs. Guidelines have no compliance requirements.

Response Every Day and During Declarations of Disaster

“MABAS maintains an intrastate activity level with approximately 800 annual activations for routine daily extra alarm events. During 2008, MABAS supported several key activations and deployments.

“MABAS provided resources in support of State of Illinois Declarations of Disasters for flooding in various locations throughout the State. During this time, numerous MABAS-ITTF personnel decontamination vehicles supported flood-stricken communities and deployed Illinois National Guard units.

“The MABAS system augmented the first response of fire and EMS paramedic units to the Northern Illinois University (NIU) campus shooting tragedy. In less than thirty minutes, the system provided 25 additional EMS units to the scene in DeKalb, Illinois, which is in MABAS Division 6.

“Additionally, during 2008, MABAS resources were asked to support the City of Chicago during numerous large-scale events including: the Chicago Air and Water Show, the Major League Baseball post-season playoff activities, the Chicago Marathon, and President Barack Obama’s election night festivities in Grant Park. During these events, MABAS Command Officers provided assistance at Chicago’s Office of Emergency Management and Communications Joint Operations Center and Field Command Posts.”

Source: MABAS website, www.MABAS.org, Operations & Deployments section

Index from *The MABAS Policy, Procedure and Guidelines Manual (2010)*

(For more information on any section, contact MABAS.)

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MABAS organizes special operations teams for statewide deployment

One of the hallmarks of MABAS is its ability to organize the resources of multiple fire agencies into highly-equipped and -trained teams called “statewide special operations teams.” They provide a geographic and systematic response of specially trained personnel, equipment and support resources to catastrophic events, both natural and manmade.

The teams are a result of the cooperative relationship among MABAS and the Illinois fire service, ITTF, IEMA, Illinois Fire Service Institute (IFSI), and the Illinois Office of the State Fire Marshal (OSFM). The state funds their deployment and training.

Two types of teams are ready for deployment:

- 44 hazardous materials teams (Emergency Support Function, ESF #10 -Type II) and
- 39 technical rescue teams (ESF #9 Collapse medium/Type II).

(Chapter 3 has more information on these teams.)

In addition, MABAS coordinates the Illinois Urban Search & Rescue Task Force 1. MABAS also is coordinating the development of water rescue teams, including underwater, swift water and sonar side-scan systems.

Staffing level. Each special operations team has a minimum of 30 members trained to the technician level and ready for deployment. Each team can deploy 10 members for local or statewide responses, while maintaining a contingency of reserve team members for replenishing long term operations or response to a secondary incident.

Specialized training. The Illinois Fire Service Institute (IFSI) develops and conducts the training for MABAS special operation teams in conjunction with the University of Illinois in Champaign-Urbana. IFSI is a co-chair of the Training Committee for the ITTF. One of this group's missions is to define, develop and implement a statewide training strategy that prepares local responders to operate against all hazards in their local jurisdiction — as local members of regional teams and as statewide response team members.

Another ITTF Training Committee mission is to prepare elected and appointed officials to serve as emergency response leaders and managers using FEMA's National Incident Management System (NIMS).

IFSI provides the training for MABAS special operations teams at regional training facilities throughout the state. The Illinois State Fire Marshal's Office develops the standardized course curriculum and the certification process. The training curriculum is aligned with the Illinois Homeland Security Strategy goals and objectives.

Rigorous validation process and regular training. Every year, 10 state-sponsored Incident Management Teams (IMTs) — made up of MABAS personnel who have completed state IMT training — undergo a grueling validation process. The IMT identifies any areas of deficiency. The teams must continue to conduct regular training exercises at their local division levels. MABAS encourages and financially supports regional training of multiple teams together.

Standardized equipment. MABAS issues a minimum standard equipment cache to each special operations team, and MABAS committees annually evaluate new technologies and current events to determine new equipment purchases. All equipment is standardized to enable interoperability among teams throughout the state.

The National Incident Management System — NIMS

"The National Incident Management System (NIMS) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

"NIMS works hand in hand with the National Response Framework (NRF). NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management."

Source: FEMA website, www.fema.gov/emergency/nims

The Illinois US&R TF-1 Team: all-hazard response to major structural collapse

The Illinois Urban Search and Rescue Task Force 1 (IL-TF 1) — also known as a "heavy" team — is a highly-specialized and -trained asset of MABAS. The IL-TF 1 is a Type I US&R team modeled after and in compliance with the U.S. Department of Homeland Security (DHS) / Federal Emergency Management Agency (FEMA) US&R system. The MABAS team is a member of the State Urban Search and Rescue Association, or SUSAR (www.susar.org).

As a US&R team, IL-TF 1 is trained, equipped and prepared to respond to all emergencies and disasters, both natural and man-made, that involve significant collapse of multiple, large and/or

heavyweight constructed structures. This team is ready to respond and deploy to any request for emergency assistance throughout the state of Illinois. Furthermore, through an appropriately authorized and executed request for assistance through Emergency Management Assistance Compact (EMAC), IL-TF 1 is capable of responding to any location within the United States. (For a description of the IL-TF 1 administrative organization, please visit the MABAS web site.)

IL-TF 1 has 210 highly trained members, including firefighters, structural engineers and medical personnel. Of that group, 80 members who specialize in a wide variety of rescue and support functions respond to each event. Its components include search and rescue management, planning, safety, rescue, technical search, hazardous materials, communications, medical response and logistics. Canines and their handlers are also members of the team and are trained and able to conduct physical searches and heavy rescue operations in damaged or

About Urban Search & Rescue

"If a disaster warrants national US&R support, FEMA will deploy the three closest task forces within six hours of notification, and additional teams as necessary. The role of these task forces is to support state and local emergency responders' efforts to locate victims and manage recovery operations.

"Each task force consists of two 31-person teams, four canines, and a comprehensive equipment cache. US&R task force members work in four areas of specialization: search, to find victims trapped after a disaster; rescue, which includes safely digging victims out of tons of collapsed concrete and metal; technical, made up of structural specialists who make rescues safe for the rescuers; and medical, which cares for the victims before and after a rescue.

"In addition to search-and-rescue support, FEMA provides hands-on training in search-and-rescue techniques and equipment, technical assistance to local communities, and in some cases federal grants to help communities better prepare for urban search-and-rescue operations.

"The bottom line in urban search-and-rescue: Some day lives may be saved because of the skills these rescuers gain. These first responders consistently go to the front lines when America needs them most. We should be proud to have them as a part of our community.

"Not only are these first responders a national resource that can be deployed to a major disaster or structural collapse anywhere in the country. They are also the local firefighters and paramedics who answer when you call 911 at home in your local community."

Source: FEMA website, www.fema.gov/emergency/usr

collapsed reinforced concrete buildings support the group. IL-TF 1 has its own corps of canine search specialists, who own the dogs and train them regularly. This team also can provide components — light task forces and special teams (such as communications, logistics and rapid needs assessment) to support rescue operations after weather-related disasters such as hurricanes, tornadoes, flooding and earthquakes.

History of the IL-TF 1. US&R Branch Deputy Director Jim DuPont serves as deputy director of IL-TF 1. He explained the history of task force. "The concept for the urban search and rescue team got started in the 1980s in Florida and California as a result of the damage from hurricanes and earthquakes. In Illinois we had a localized approach, including the Combined Area Response Teams (CART). MABAS was able to secure some funding in the early 1990s and put a plan on paper for an urban search and rescue team. MABAS showed the direction and also sought grant funding," he said.

"The state of Illinois placed light teams throughout the state. Jay [Reardon] envisioned a heavy team, and we started planning for one just before 9/11. After that, state and federal support for heavy teams was significantly enhanced. MABAS developed the administrative organization and purchasing program to support a Type 1 US&R team for Illinois," Chief DuPont said.

Chief Terry Lipinski, now the organization's 1st Vice-President, spearheaded the project. Under his guidance, MABAS developed and implemented many of the policies and procedures that are in effect today. Bob Key, Operations Branch Chief of MABAS, conducted the purchasing. The IL-TF 1 administrative organization is composed of experienced fire service people at the battalion or deputy chief level who have volunteered to work on the operations, planning and logistics to support IL US&R TF-1. [The MABAS website provides the IL-TF 1 organization chart.]

100% self-sufficient for 72 hours. "What sets us apart from the lighter teams is that we can be 100 percent self-sufficient for 72 hours," Chief DuPont explained. "We stock everything we need for 72 hours. Type 2 teams do not have the 72-hour capability. They are there to do the actual work, the digging, and they rely on outside assistance for shelter and food."

The IL-TF 1 is "a very robust team that meets all the FEMA standards," said Chief DuPont. He also explained that the state's 39 light teams, called Technical Rescue Teams, or TRTs, by MABAS, are "a conduit for sending us fully-trained and competent individuals. They are training on the same equipment as we do. We have a very robust feeder system."

How IL-TF 1 deploys. To activate the IL-TF 1, the state governor must issue a declaration through the State Emergency Operations Center, which relays the request through the MABAS RED Center. Chief DuPont explained the deployment process for the task force:

"We can assemble the team at the MABAS Readiness Center in Wheeling and process them, do all the paperwork, make sure all have up-to-date inoculations. Those who will be deployed for the



An IL-TF 1 member at work with canine support.

incident are seen by a doctor, who gives them medical clearance. Then all assemble their personal and team equipment,” he said.

“An advance party goes to the incident and relays possible needs back to us at the Readiness Center so we can prepare for those. If it is a federal activation, we might have to call in reinforcements from task forces in Missouri or Indiana.”

The local authority having jurisdiction over the stricken area remains in control of the incident when the IL-TF 1 is called to action, he noted, although the team brings command and general staff with it.

The MABAS Readiness Center is a disaster management center; MABAS is rapidly developing all areas of the center to prepare it for this role. “The Readiness Center will be set up to be a focal point for all logistics. The logistics people will make sure our task force has what we need after our initial 72 hours,” Chief DuPont said. They also handle all types of needs, including housing, fuel for vehicles, buses, truckloads of lumber, cooling centers, and shelters for responders.

“MABAS developed a robust administrative manual for US&R operations,” Chief DuPont said, and he gave credit to then-Deputy Director Bruce Boyle for leading that process. Boyle utilized the expertise of leaders from various team specialties to create operating guidelines and protocols for the team. “You need policy and procedures. People need to know what to expect, and our deployment manual explains everything, including the things that people need to remember to do before deployment, like letting loved ones know how to contact you and bringing your prescriptions,” Chief DuPont said.

Substantial training. According to current US&R Branch Director Scott Small, members of the IL-TF 1 must go through a substantial amount of training — 12 weeks of classes. Anyone interested will need a significant training history and demonstrable expertise to get on the team as a basic rescuer. The team member’s fire department incurs the initial training expense.

“Once someone is on the team, we take the basic training and expand on it,” Chief DuPont said. “We train once a month, and all components train — medical, canine, rescuers — everybody. You also know that no matter [what] your job title is with the task force, everybody is a rescuer. If need be, everyone on this task force can go to work as a rescuer. That is the common mission.” The Illinois Terrorism Task Force funds this additional training.

Another phase of IL-TF 1 training involves meter, monitor, radio, vehicle, and tool calibration. In addition to testing these devices, calibration gives team members the opportunity to regularly operate their sophisticated technical equipment. Once each quarter, the IL-TF 1 team comes to the MABAS Readiness Center to go over the equipment. “We make sure the equipment is working. We re-familiarize ourselves with the equipment and fix it if needed,” Chief DuPont said. “Also, once a year we do a MOBEX or mobilization exercise. We practice activation, processing and deployment. This is a 12-hour event over two consecutive days.”

The cost to deploy the IL-TF 1 — including all components — is not insignificant. The state of Illinois covers the cost of in-state response; otherwise, the state where the incident occurred incurs the costs.

The MABAS website provides additional detail on the IL-TF 1: www.MABAS.org.

Setting standards for interoperable fire service communications

As MABAS became a statewide mutual aid system, its leaders developed and approved communications standards to guide its divisions and members toward interoperable systems for fireground communications. The MABAS website contains numerous documents to illustrate the policies developed by its Telecommunications, Communications and Dispatch Committee and approved by the Executive Board. Several samples are included in the Appendix. Make sure to visit the Communications & Dispatchers section of the MABAS website for more detail.

The key principles that MABAS has promoted for communications are interoperability; redundancy; interstate communications capability; and communications with other emergency responders, including law enforcement and medical personnel.

Chief Paul Maplethorpe (Greater Round Lake Fire Protection District), Treasurer-Comptroller of MABAS (2010), has been one of the leaders in developing the MABAS communications system. He described the evolution from the 1980s, when he and other MABAS members devised a set of MABAS fire ground channels.

His focus on fireground channels started when he was a fire fighter in the Village of Gurnee in the mid-1980s. During a high-school fire, he “could not get a word in edgewise” to advise those on the ground about the fire’s progression. He learned about the national fireground channel and proposed this to his chief, who sought and received the county’s approval. Once the channel was put to work there, MABAS took note and adopted the fireground channel as well as the Interagency Fire Emergency Radio Network (I.F.E.R.N.).

Interoperability became a concern in the late 1980s when MABAS divisions served fire departments across state lines. For example, “We had radio frequency challenges with Wisconsin. The radio frequency coordinators would not allow Wisconsin to use I.F.E.R.N.,” Chief Maplethorpe said. One way to help ensure interstate interoperability was for the Wisconsin departments to become part of MABAS.

“The attorney general in Wisconsin said it was illegal for an Illinois fire department to enter into an agreement with a Wisconsin fire department, but the Wisconsin fire departments wanted to form a division of MABAS,” Chief Maplethorpe said. “Then members of a fire captains association, a private organization representing fire captains in both states, decided to band together and signed the MABAS agreement to become a Wisconsin division of MABAS. There wasn’t much that the lawyers could do about that. That’s how the fire departments ‘backdoor-ed’ Division 101 into MABAS. They came on board in 1987 and were the first non-Illinois division.”

By 2000, MABAS saw the need for additional radio communications channels for major events, as Chief Maplethorpe explained in his account about how MABAS developed Firegrounds RED, WHITE, BLUE, GOLD, BLACK and GRAY. The MABAS Executive Board approved these channels in 2002. “They are used daily and have proven invaluable for routine and mutual aid incident communications. This frequency plan was also pressed into service in Louisiana during Illinois’ response to both hurricanes Katrina and Gustav,” Chief Maplethorpe said.

Standing committee advises MABAS. The Telecommunications, Communications, and Dispatch Centers (TCD) Committee of MABAS proposes policies and procedures that focus on the technical aspects of voice, data and video systems used for the mutual aid system. The TCD Committee regularly reviews and makes recommendations about the technical and human matters associated with resource control and dispatch operations for MABAS fire, EMS and special operations. “In the committee we thoroughly vet everyone’s concerns about the proposed standards,” Chief Maplethorpe said.

The communications standards on the MABAS website cover a full range of operational issues in the general areas of radio licenses, box alarm cards, dispatch operations, emergency operations and technical information.

Some of the newer developments for MABAS communication include the RED Center’s use of a secure, satellite-based electronic communications system as well as “talk groups” — a way for the MABAS task forces to communicate on a special channel.

MABAS Fireground Frequency Development

By Chief Paul Maplethorpe, Treasurer-Comptroller of MABAS (November 2, 2010)

On a bright February afternoon in 2000, two private pilots were cleared to land at Waukegan Regional Airport, one behind the other. The first plane was a high-winged Cessna being flown by a student pilot. The second plane, with two occupants, was a high performance aircraft with low wings. Waukegan Airport was a controlled airfield; however the control tower lacked radar capabilities. The faster plane caught up to the slower Cessna, colliding mid-air over Zion, Illinois.

The Cessna crashed into the parking lot of a five-story nursing home, narrowly missing the building. As a result of the collision and crash, the aircraft was completely destroyed, bursting into flames. The student pilot perished.

A popular Chicago radio talk show host was piloting the smaller, faster, second aircraft. This plane crashed through the roof of Zion's five-story Midwest Regional Medical Center. Fire, being fed by leaking aviation fuel, engulfed part of the fifth floor of the hospital. Responding Zion firefighters were confronted with active fire and visible structural damage to a functioning hospital.

Responding Zion Fire Department shift commander Captain Michael Stried immediately recognized the seriousness of the situation. A MABAS box alarm was sounded to summon mutual aid companies to the hospital to assist with fire suppression. It was soon discovered that there were actually two crash locations, so part of the mutual aid resources were redeployed to the nursing home crash site.

Zion soon recognized that they were dealing with a fire, hazardous material and structural collapse incident. To make matters worse, the hospital suffered serious damage that required complete evacuation of all patients. As a result, three additional box alarms were sounded for ambulances, a hazardous materials team and a structural collapse team. Hundreds of firefighters from Illinois and Wisconsin, with scores of emergency vehicles, responded to the incident utilizing the predetermined responses within the MABAS system.

Radio communication at the incident was hectic. The VHF MABAS dispatch channel and single tactical "fireground" frequency were overwhelmed. In fact, one of the responding fire chiefs owned a trucking company that utilized a VHF frequency. The trucking frequency was pressed into service, along with the trucking company dispatcher, to handle some of the important notification radio traffic.

Recognizing the need for additional radio communications channels for major events, a group of fire chiefs from Lake County, Illinois met, identified additional mutual aid frequencies that were under-utilized in the area, and developed an expanded cache of fireground tactical frequencies.

These frequencies were licensed by the Federal Communications Commission and placed into service in March 2002.

RED, WHITE and BLUE Fireground, as the channels came to be known, were widely accepted by county fire departments. As the common use of the frequencies expanded, a clamor arose requesting that the use of these frequencies be expanded throughout MABAS.

The MABAS Communications Committee was activated and reviewed the concept. The frequencies were ultimately licensed statewide in Illinois and Wisconsin for low-power incident tactical operation. MABAS wrote a plan for recommended frequency use, a precursor to NIMS ICS-205. These initial frequencies were expanded to include three additional tactical channels and a second high-power dispatch channel.

Approved by the MABAS Executive Board in October 2002, the MABAS communications model was born and has proven very successful in both Illinois and Wisconsin. IFERN (Interagency Fire Emergency Radio Network) and IFERN2 are used for primary mutual aid dispatch and secondary disaster coordination, respectively. Firegrounds RED, WHITE, BLUE, GOLD, BLACK and GRAY are used daily and have proven invaluable for routine and mutual aid incident communications. This frequency plan was also pressed into service in Louisiana during Illinois' response to both hurricanes Katrina and Gustav.

So why call the frequencies RED, WHITE, BLUE, GOLD, BLACK and GRAY? They are all single syllable colors that don't sound similar, not to mention being a little patriotic for the original three. They are simple and concise so responding units can be directed to a specific fireground tactical frequency based on their assignment.

The Statewide Communications Interoperability Plan (SCIP) of Illinois

June 2010 Update

The seeds of interoperability were sown in the fertile vision of Illinois officials more than 40 years ago when the nation's first statewide emergency radio network was founded in the Prairie State. Known as the Illinois State Police Emergency Radio Network, or ISPERN, the system has provided interagency communications capabilities to municipal, county, state, and federal law enforcement agencies since 1965.

Today, Illinois' public safety agencies are served by multiple interoperability systems which provide effective, efficient data and voice communications platforms among service-aligned agencies as well as in cross-disciplinary applications. The rollout of Illinois' STARCOM 21 (State Radio Communications for the 21st Century) radio platform continues to raise the state of interoperability in Illinois to an unprecedented level. The state-of-the-art 700/800 megahertz (MHz) radio platform is bringing interoperability into the mainstream of police, fire, and emergency medical response agencies throughout Illinois.

Today's omnipresent threat of a major terrorist attack dictates a high-level of planning and interagency cooperation to ensure Illinois' response preparedness. As the nation's fifth most populous state, Illinois' wealth of critical infrastructures could serve as a magnet for zealots who, in the name of their distorted religious or political ideologies, could seize the opportunity to strike in any area of the target-rich state with violence and mayhem. The original SCIP made possible a statewide comprehensive Tactical Interoperable Communications Plan (TICP) which ensures first responders have the knowledge, technology, and usage skills they need to react quickly and effectively to any incident or event.

The foresight of Illinois' officials more than four decades ago set the standards for the state's national role as a leader in the field of interoperable communications...a role which Illinois refuses to cede today. With its rich tradition of success, coupled with today's climate of opportunity and technological growth, the following Statewide Communications Interoperability Plan details Illinois' commitment to its role as "A State of Interoperability."

Source: Illinois Emergency Management Agency website, www.iema.illinois.gov.

Technologies to support deployment

The MABAS statewide deployment validation exercise on August 26, 2010 tested all components required for a state-declared emergency activation after a series of tornadoes. The exercise also utilized technologies that MABAS is developing to support deployments.

CIMS — a secure database to centralize information. The Contact Information Management System, or CIMS, is an information management system that MABAS is building for members and staff to input and update individual and division data, information about MABAS assets, and other centralized information. Housed on the MABAS website, this secure database also fosters participation and information-sharing throughout the MABAS membership along with other homeland security disciplines represented through the Illinois Terrorism Task Force.

The database contains information on each division and its departments, chiefs and resources, including the special teams, such as technical rescue and hazmat. This part of CIMS also contains information on each division's Executive Board.

CIMS enables MABAS to request dispatch of responders in the database and to issue each one a Tier II card (a scan-able ID card) by which command posts can verify their identity and credentials at the incident site or the staging site. The database contains qualifications data for each responder who is asked by a chief to participate and who has agreed to participate. The specialties are Firefighter 2, Firefighter 3, and Fire Officer 1, 2 and 3; Structural Collapse Rescue Technician; Emergency Medical Technician Basic; Paramedic; Emergency Medical Technician Intermediate; Dive Rescue Specialist; and Hazardous Material Team.

Each fire chief in the MABAS system invites those firefighters qualified for the statewide deployment to go into CIMS and apply for a Tier II card. The chief provides the password for access to CIMS so the individual can enter his or

her qualifications for deployment. Fire chiefs are responsible for making sure that all participants update their information regularly.

Once the chief reviews and approves a firefighter's data, MABAS will send the firefighter a Tier II card. This becomes the firefighter's electronic identification card. Whenever that firefighter is dispatched for a statewide deployment, he or she presents the card for scanning at the incident or staging site as verification of credentials.

Each firefighter must participate in an on-line CIMS briefing and accept the terms. The briefing explains what a deployment could be like, including the working conditions and code of conduct. The briefing also provides helpful information, such as a list of deployment supplies to maintain self-sufficiency for the first 72 hours.

Once the firefighter agrees to the terms, the form goes back electronically to the fire chief, who must add to the form his agreement to support the firefighter if there is a deployment. The chief uploads a digital photo of the firefighter into the CIMS. Once that is done, the MABAS credentialing coordinator receives an email that person has been accepted for Tier II credentials. He accepts the email, goes into the file and uploads the information into the CIMS database.

On-site verification using hand-held scanner. During the August 26, 2010 validation exercise, the Tier II card of every responder was scanned with a hand-held device included in the command kit for the exercise. Once their cards were scanned, their information was transmitted to a secure off-site verification system for validation and accountability. Next they went to another station and received a paper tag printed with the same bar code as their Tier II card. They then received an assignment to a specific apparatus, company, or other operations section area, and their information was noted on the command board. MABAS encourages the responders to keep those tags as a way to track them. The final processing at the end of the deployment also uses the Tier II cards.



Deputy Chief Brian Kolosh, South Holland (IL) Fire Department, scans the responders' TIER II cards with a hand-held scanner during the MABAS Deployment and Validation Exercise on August 26, 2010. The responders were reporting at the South Reception Site at the First Midwest Bank Amphitheatre in Tinley Park. The scanner then synchronized the information with the command board for rostering, accountability and assignment. Following this step, the responders moved to the credentialing area in a mission support vehicle or other facility and were issued their daily operational period passes, called Rapid Tags.

MABAS conducted training sessions on the CIMS and the verification process prior to the August 2010 exercise. The training included responders from the other participating states: Illinois, Michigan, Wisconsin and Indiana.

The August 2010 exercise was the beta test of the Tier II cards, according to Ed Murphy, MABAS credentialing coordinator. "We have refined the system based on that test. We also plan to reprint all the Tier II cards we originally created and will include a hologram as a security measure," he said.

If an authorized responder does not have a Tier II card, a driver's license will work. The hand-held scanner can read the license bar code to verify identity. In this case the company officer or task force commander must verify the person's identity with a written form from their command kit.

MABAS plans to roll out the Tier II card system in the near future with its Northern Region first and will do more training for departments that were not involved in the August 2010 exercise.

MABAS will leverage the CIMS database for as many appropriate uses as possible. The goal is to have all information in the same basic system and to have CIMS become an accurate and complete repository for all updates.

Computer-aided dispatch (CAD). MABAS is developing a computer-aided dispatch system that ties into the CIMS to collect event-specific information on personnel and resources available for deployment. The CAD will automatically determine what resources are available in the divisions closest to the site of a state-declared emergency.

The CAD will go into CIMS to search for available resources. When the CAD alert goes out to the division, the dispatch center will contact the division's Executive Board, which decides what they have available for dispatch. MABAS does not have the authority to require them to respond but asks them to provide what they can to match the package of resources that MABAS has defined for the type of event.

MABAS pre-determines different types of packages for different types of incidents. Each package includes a defined number of engines, trucks, squads and chiefs. Although MABAS finds any one package to be a solid standard, the chief in the stricken area can determine whether the total package — or more or fewer resources — are needed based on actual conditions. The August 2010 exercise tested the CAD system and it performed as intended.

CHAPTER 3:

MABAS OPERATIONAL CAPABILITIES

Overview

MABAS has the operational capability to respond to all types of emergencies statewide because they actively and routinely assess the capabilities and needs within MABAS's divisions and strive to ensure adequate coverage for the entire state. MABAS works closely with the Illinois Terrorism Task Force (ITTF) to systematically identify gaps and secure funding to fill them.

"In the setting of the ITTF committees, which represent all the emergency response agencies and a broad spectrum of other public and private entities, the need for a certain type of asset will come up. With the ITTF we have a forum for determining what is important across the board and getting consensus," said Chief Tom Lovejoy. "The vehicle is purchased with homeland security funds. Those are tax dollars, and we can show how we spent the tax dollars and delivered the product. We have the capability to deliver a service. The tax dollars are putting people and equipment on the streets that can respond and sustain throughout a crisis. The sharing of resources and the economy of scale we generate means everyone has access to these very expensive and specialized resources."

Step-by-step process

MABAS works through a series of steps to arrive at final specifications and grant requests for its assets.

Step 1 — Bring in the experts. "MABAS takes good ideas from anyone and then develops them through a series of steps," said Tom Lovejoy, Chief of Special Projects for MABAS. The first step for developing an asset is to ask subject matter experts (SMEs) — people with the relevant (e.g., hazmat) on-the-ground experience and technical knowledge to evaluate the proposed asset. MABAS has no difficulty in attracting this talent, he noted. "When MABAS taps people for a committee, they invariably agree to be part of it." The SMEs start by doing a gap analysis and technical assessment. Then they develop the specifications for the asset, which could be a piece of equipment, replacement parts for current assets, or a special operations team.

Step 2 — Review. "We invite all disciplines who have a need or interest to review our plan and the design for a solution," Chief Lovejoy said. Once MABAS drafts the grant request, the ITTF will review it and may adjust it once more. The final grant request will go through the ITTF to the U.S. Department of Homeland Security. The grant process is described in more detail in Chapter 4 (under "Effective resource allocation throughout the state").

Step 3 — This is what MABAS CEO Jay Reardon describes as the "Red Face Test." "I review the package and, if acceptable, begin to promote it within the ITTF system," he said. "We want to be able to show a professional level of compliance with our objectives and the DHS grant structure. The DHS auditor's meeting is not the time to be red-faced."

This chapter illustrates several of the unique MABAS operational capabilities. All the MABAS assets and special operations teams are described on the MABAS website, www.MABAS.org.

Interchangeable Technical Rescue Teams

Under MABAS's structure, 39 technical rescue teams (TRTs) strategically cover response in any area of the state. These teams consist of firefighters with extensive training and equipment to perform high-angle, trench, heavy- and light-weight structure collapse and confined space rescue operations.

The TRTs are the first-in rescuers of the tiered response system. Although the divisions are responsible for purchasing their vehicles, all 39 TRT teams are interoperable as they have common, standardized staffing, certifications, and inventories.

“We developed a career ladder based on operational levels so people could progress through steps of training. They will get the basic training and move on to the more advanced training step-by-step,” Chief Lovejoy said.

MABAS received federal homeland security funding through the ITTF to develop the TRTs, secure basic equipment and develop the specifications for heavy-duty equipment to support the TRTs. These funds also compensate member departments for the overtime and backfill costs associated with their team members’ activity and to cover tuition and class costs, travel, housing and per diem for team members.

The TRTs do the technical work for the rescue. They can relieve a heavy rescue team after it has completed the work for which it is designed.

Several departments in a division may participate in building a TRT by contributing time, people and facilities for training. The teams are numbered according to their division — for example, Division 3 has Tech Rescue 3. Members of the TRT educate their departments about what they do by demonstrating the equipment and describing the work. Any department or region can develop a team, but a MABAS Statewide Deployable Team designation only comes after MABAS identifies the need for a team in the area. For example, Central Illinois has 12 teams; other divisions have more or fewer. Team placement is based on a number of factors, including: threats and vulnerabilities; distance to adjacent teams; response history; and the willingness of local departments to provide sponsorship.

Teams receive training on a recurring basis. TRT training is an ongoing process. Each team will spend up to 48 hours every three years on their validation exercise at the Illinois Fire Service Institute, which is at the University of Illinois at Urbana-Champaign. During the exercise the team will function as if it were deployed, handling a variety of rescues over its operational period.

The team may work in conjunction with other TRTs. The proctors present the problem and let the team go through its paces. The team is responsible for its own planning. Once they are satisfied with their plan, they will go to the next problem. They are given a green, yellow, or red grade. If needed, MABAS has a remediation program to bolster the team’s needs, whether they are technical, managerial, or leadership. The key is that every incident commander in the state knows exactly what the team’s capabilities are at his or her incident.

Unique equipment updated when necessary. The TRT equipment is unique. The vehicle is not an ambulance or a squad vehicle. It is highly specialized — with portable hydraulic and electric tools, hand tools,

meters, weather stations (on some for hazmat teams), ropes, pulleys, ascenders, descenders, and tripods to lower people into holes.

The MABAS Technical Rescue Committee reviews the equipment. When the committee sees the need for equipment changes, it sends a request through the usual MABAS review process.

Chief Lovejoy says the concept of interchangeable teams is what sets them apart. “There are fire departments around the country that are capable of putting their own team together; that isn’t unusual. What is unusual is for a state to have nearly 40 teams equipped



The MABAS Division 3 technical rescue team vehicle -- highly specialized, with equipment that includes portable hydraulic, electric, and hand tools; meters; weather stations (for hazmat teams); ropes; pulleys; ascenders; descenders; and tripods.

and drawn from the same palette. The idea is that any tech rescue member and vehicle is completely interchangeable with all the other teams in the state.”

TRTs respond to tornadoes, train wrecks, building collapses and other types of incidents that citizens may not realize can happen in their backyards, Chief Lovejoy explained. “There are grain silos on farms all around the state. We have had two or three incidents with silos that called for tech rescue teams to rescue people trapped or injured when the grain started to shift.”

Specially designed, unique equipment for deployment throughout the state

MABAS has worked with the ITTF and vendors to develop specialized equipment to match each identified need. These are a few examples:

“Decon” Vehicle for Mass Biohazard Events

Specifically outfitted decontamination (“decon”) trucks allow fire departments to perform expedient mass decontamination at the scene of a hazardous materials or WMD incident. As of early 2011, 25 identical units were deployed throughout Illinois. Each has the materials to process 200 initial victims. The Cook County Urban Area Security Initiative (UASI) purchased three of the 25 units. The decon trucks are placed in areas with active hazmat teams.

Chief Lovejoy explained how MABAS developed the decon units.

“We knew that hazmat teams were using fire hoses and swimming pools for decon. We looked at a better way of doing mass decontamination. We needed to be able to give showers to many people and decided the vehicle should be able to give showers to 200 people before it needs to be replenished. We would need hot water, shower heads and bags for contaminated clothing. We also knew this vehicle could do other services, too, such as give relief to firefighters on hot days.”

The decon vehicles are equipped with portable tanks for clean water and holding tanks to contain water runoff. MABAS also has a permit from the Illinois EPA to dispose of the gray water in a sanitary sewer.

To develop a specialized vehicle such as this one, MABAS surveys vendors about what they already have that might match the specifications and also figures out what elements on existing vehicles will not be needed.

The decon unit is entirely a MABAS design. “There is nothing quite like this,” Chief Lovejoy said. “We want to decontaminate the team and the victims effectively, and we also want to have blinds for shade, with water mist under the awning.”

MABAS’s decon units are in use all the time. A department that calls for a hazmat team also will call for a decon unit, and occasionally a department that is dealing with a really hot day will need one of the decon units for rehab.



MABAS decontamination unit.

“This is a complicated piece of equipment. The people are specially trained for this vehicle, and we have trained 75-100 people on how to use the equipment. Funding for training comes through the Illinois Fire Service Institute from their ITTF/ DHS grants. MABAS estimates how many people will need training and provides that as guidance for the Institute’s budget process.”

The decon unit has response capabilities but serves primarily as a support vehicle. “We will get them there quickly, but they are not designed as fast-response vehicles. They are there for sustainment.”

Federal grants, some of which were multi-year, allowed MABAS to purchase the decon units. MABAS might purchase five decon units during one budget cycle and 10 in the next cycle.

Fleet Maintenance and Refuel Vehicle to Accompany Convoys

The fleet maintenance and repair unit is self-contained with a field drop box to set up a deployed fleet repair facility. A 2,000-gallon fuel trailer, towed by the mobile field maintenance and repair unit, provides refueling capability. Mobilizations to hurricane-stricken states have proved the use of this vehicle's capability critical to sustaining fleet contingency operations following disasters.

The concept of the fleet maintenance and refueling vehicle developed after MABAS responded to Hurricane Katrina. "We sent one that was cobbled together for Katrina. It proved its worth and was a deal-maker. We needed to formalize it and incorporate it into our fleet," Chief Lovejoy said.

MABAS has a Fleet Maintenance Committee of subject matter experts to provide advice. They look at the type of equipment they need to take on the road and address everything from a tire change to welding. "With this vehicle, if we do need an oil change, we can supply the oil and also store the waste on the vehicle," Chief

Lovejoy said. "Each of these has an inventory of equipment that we will need to address any type of maintenance issue on the road. We do not lose operational capability over a \$20 part."

This vehicle can tow the fuel trailer in a convoy, he said. It carries both diesel and gasoline and travels with a crew of fire fighters who are mechanics. The vehicle operators are on the Fleet Maintenance Committee.

Generator Light Tower focuses light at incident and energy when there is none

MABAS has deployed 77 electrical generator light tower trailer units, 20 kilowatts each, throughout all MABAS divisions. Each generator trailer has a 30-foot mast with 1,000 watt bulbs in each lamp. Each generator can power two Western Shelter tents (with air conditioning or heat, plus interior lighting) while illuminating the area. The Cook County UASI purchased 12 of these units.

The mobile generator light tower came out of a firefighter operational need, said Chief Lovejoy. "We had used lights on trucks for many years, but the problem was the truck had to be placed close to the incident. This mobile unit can be set up where needed; it is more agile and deployable. It's a logical outgrowth of traditional needs. The portable generator has been around since before WWII. Adding the light towers on there was innovative."



MABAS fleet mechanic vehicle.



Mobile generator light tower stored and ready for deployment

Chief Lovejoy related how MABAS deploys the units in a severe storm affecting many areas of the state. “When the crippling snow storm hit Illinois in January 2011, MABAS was asked how many generator light towers we could send out. If we had known the storm would be limited to one region, we might have done that, but we had to triage the requests. We need to know the path of the storm before we deploy these units. We take teams and equipment from the area outside the danger zone. We might not send someone from a

closer area, because they are in the path of the storm. We don’t want to create a disaster when we respond to a disaster. We try to think downstream. There are ramifications, and we need to do the right thing the first time.”



A MABAS mobile ventilation unit

Mobile ventilation units can cool crowds or ventilate large areas

MABAS’s gap assessment revealed the need for another type of vehicle: a mobile ventilation unit. “We recognized the need to set up large ventilation units for positive pressure ventilation, below grade and big box buildings. We also thought these units could potentially be used to disrupt toxic plumes and other uses, such as controlling winds currents in a decon area. MABAS set out to figure out the best way to do that,” said Chief Lovejoy.

Eight units are currently in service. They are designed to evacuate toxic air in contaminated environments inside large structures, subways and confined spaces. The devices also are equipped with a misting device for water cooling, control of released toxic chemical clouds and wind direction for open air contamination control processing lines of exposed victims.

Other Available Statewide Resources

MABAS has a cache of other resources ready to be deployed statewide. These include:

- 7 mobile warehouse semi-trailer units
- 9 air compressor/cascade units
- 70 6x6 ATVs with trailers
- 70 IMT support trailers
- 50 (70 eventually) expedient field shelter trailers with tents and accessories
- 22 water rescue packages — boats and equipment
- 5 mission support vehicles
- 1 logistical supply vehicle (which can support 500 personnel for 72 hours)
- 3 semi trailer tent city systems (which can house 220 personnel each)
- 2 EMS mass casualty support vehicles

CHAPTER 4

WHY MABAS WORKS

MABAS credits its success to well-understood principles.

KEY PRINCIPLES

Build cooperation, collaboration and inclusive decision-making

MABAS has fostered a strong, active culture of collaboration and teamwork among its members and with state of Illinois agencies, the Illinois Fire Chiefs Association and the Associated Fire Fighters of Illinois. MABAS's 67 divisions work together through the MABAS Executive Board and nine MABAS committees that suggest equipment purchases, training and standards for review and approval by the Executive Board, which meets quarterly.

Annual MABAS conference: Each February MABAS holds an all-division conference to achieve consensus on the priorities for the next year for equipment, training, procedures and standards. MABAS relies on the recommendations that have come from the field through the committee structure.

Political consensus-building: Another major consensus-building mechanism is the Illinois Fire Services Association (IFSA). The IFSA is made up of diverse fire service organizations whose members engage in open dialogue to identify common interests and seek solutions through agreed-upon legislative initiatives. The group proposes these initiatives to the Illinois Fire Caucus, which includes members of both houses of the Illinois legislature — 50 of 118 House members and 12 of 59 Senate members, as of 2010.

IFSA Members

- Office of the State Fire Marshal
- Illinois Fire Service Institute (the state fire training academy)
- Illinois Fire Chiefs Association
- Associated Firefighters of Illinois (a labor union)
- Illinois Association of Fire Protection Districts
- Northern Illinois Alliance of Fire Protection Districts
- Illinois Fire Inspectors Association
- Illinois Fire Safety Alliance
- Illinois Professional Firefighters Association
- Mutual Aid Box Alarm System (MABAS)
- Illinois Society of Fire Service Instructors
- Illinois Firefighters Association
- Chicago Fire Department

Build partnerships at all levels and across disciplines: MABAS has built effective partnerships at the state and local levels and has responded to the call for help in other states through the Emergency Management Assistance Compact (EMAC), which the U.S. Congress ratified in 1996 as a national interstate mutual aid agreement to enable states to share resources during times of disaster.

MABAS works closely with the Illinois Emergency Management Agency (IEMA) and the Illinois Terrorism Task Force (ITTF). MABAS also has regular contact with state public health agencies and with the Illinois Law Enforcement Alarm System (ILEAS), which was built on the MABAS model (www.ileas.org). With ILEAS, MABAS can determine certain equipment priorities common to fire service and law enforcement agencies.

At the local level, MABAS divisions coordinate with local emergency management agencies and health care providers and hospitals to include their resources in the response process.

Common standards: all MABAS members sign one agreement

The crux of MABAS is a standard agreement for all of its members. This agreement provides the ground rules for all departments, no matter the size or location. Each MABAS agency agrees to standards of operation, incident command, a minimum level of equipment staffing, safety procedures and on-scene terminology.

“For this mutual aid system, you could say that the fire service drove the legal and political communities,” said Chief Reardon. “Instead of each one writing its own, MABAS had a standard contract and ordinance. We drafted the contracts and ordinances for the individual communities and their fire departments. All were covered and identical. We also told them we could not make changes to the language. I would tell them that if they want to change this, they have to convince the other 1,100 members of MABAS.”

A “Member Unit” is defined as unit of local government having a fire department recognized by the state of Illinois, or an intergovernmental agency and the units that it comprises.

The political entity overseeing the fire department must sign the MABAS Agreement (Appendix 3). This requirement recognizes the need for local governments and fire departments to work cooperatively. The agreement authorizes and directs the fire chief or his designee to “take necessary and proper action to render aid and/or request mutual aid from other Member Units (units of local government or intergovernmental agencies) in accordance with the policies and procedures established and maintained by the MABAS Member Units.”

According to the MABAS agreement, the fire chief (or his designee) determines when that department needs MABAS support. When called on for aid, the chief or his designee determines the availability of the pre-determined resources and assigns them, working with the MABAS Divisional Emergency Dispatch Center.

Aid will be provided “to the extent of available personnel and equipment not required for adequate protection of the territorial limits of the Aiding Unit.” MABAS has set a threshold: *No Member Unit will provide more than 20 percent of its resources.* (This is the MABAS 80/20 Rule.)

The MABAS agreement also states that all personnel dispatched remain employees of their fire department(s) and the costs will be paid by their own department(s). Any expenses recoverable from third parties are equitably distributed among the responding parties.

The agreement covers insurance and minimum limits, such as a minimum of \$1 million auto and \$1 million combined single limit general liability and professional liability. It also describes indemnification — waiving all claims against all parties as long as a claim is not a result of “gross negligence or willful misconduct by a party hereto or its personnel.”

If a Member Unit cannot respond to a “Stricken Unit” due to local conditions, the section on “non-liability for failure to render aid” allows a Member Unit called for aid to immediately notify the Stricken Unit that it is unable to respond.

The agreement establishes the MABAS Executive Board as the decision-making body for the system. This board consists of an elected member from each MABAS division and a president and vice president elected from the representatives of the Member Units. At present (2010) the board has 67 representatives. The board may consider, adopt and amend rules, procedures, by-laws and “any other matters deemed necessary by the Member Units.”

The term of the agreement is one year, automatically renewable for successive one-year terms. Any party to the agreement may terminate participation through written notice at least 90 days prior to the termination date.

Every MABAS member receives “equal, equitable, fair treatment,” Chief Reardon said. He also emphasized that “we are not the MABAS police.” By this he means that the MABAS divisions — each with its own leadership structure — develop their own compliance methods for the Member Units they organize.

“The Executive Board facilitates, coordinates and concurs, and we avoid adopting policies,” he said. “We prefer to develop guidelines and training.

Standardized Operations

“MABAS is a unique organization in that every MABAS participant agency has signed the same contract with their 1,000 plus counterpart MABAS agencies. As a MABAS agency, you agree to: standards of operation, incident command, minimal equipment staffing, safety and on-scene terminology. MABAS agencies, regardless of their geopolitical origin, are able to work together seamlessly on any emergency scene. All MABAS agencies operate on a common radio frequency (IFERN) and are activated for response through pre-designed “run” cards each participating agency designs and tailors to meet their local risk need. MABAS also provides mutual aid station coverage to a stricken community when their fire/EMS resources are committed to an incident for an extended period.”

Source: MABAS website, www.MABAS.org

The individual division can look at what we have developed and how they can make it work. What's important is that they have tried to meet the intent of the procedures."

Use the mutual aid system every day

The MABAS system is on call 24/7 and is used daily in Illinois for fire/EMS services — an average of approximately 800 annual activations for routine daily extra alarm events. Through this on-going, real-time experience, MABAS has tested and refined virtually every aspect of its response.

"MABAS is based on real-world experiences," Chief Reardon said. "We mobilize and deploy each day and can adjust quickly. We are not a think-tank. We are not bureaucratic. We are nimble and quick, and we react swiftly."

For example, a response to a major incident involving a plane crash in 2000 led to changes in MABAS communications procedures. (The sidebar entitled "MABAS Fireground Frequency Development" provides details.) After the response, a group of fire chiefs from Lake County, Illinois identified additional mutual aid frequencies in the area that had been under-utilized. The chiefs developed an expanded cache of fireground tactical frequencies, which the Federal Communications Commission licensed and placed into service.

The MABAS Communications Committee reviewed the concept. The frequencies were ultimately licensed statewide in Illinois and Wisconsin for low-power incident tactical operation. MABAS developed a written plan for recommended frequency use, which was a pre-cursor to the NIMS ICS-205. These initial frequencies were expanded to include three additional tactical channels and a second high-power dispatch channel. Approved by the MABAS Executive Board, the MABAS communications model was born and has proven very successful, in both Illinois and Wisconsin.

"If you have a plan on the shelf that has nothing to do with your daily experience, what good is that?" said Chief Reardon. "Exercise it. Get trust in it. Use it."

Develop credibility and trust

MABAS has developed credibility and trust through its proven performance day in and day out and also in major regional disasters and EMAC deployments. Chief Reardon credits MABAS's credibility to several factors:

- Be in the right place at right time.
- Move quickly on new opportunities.
- Develop the concept.
- Build it simply.
- Gather success stories.
- Trust the operators who are making it work.

As robust a system as MABAS has become, the organization built its credibility slowly and steadily, day-by-day. Along the way, its leaders engaged in "calculated risk-taking," Chief Reardon said. "Your credibility takes years to build up. Once you have it, don't ever lose it. You will never build it up again." He also understands that the group has limits; "MABAS cannot be all things to all people. The worst thing we could do was to over-commit and then watch it all crumble."

As a leader, Chief Reardon believes his power to move the organization forward comes from the willingness to partner and the ability to persuade, to maintain rational thought and to explain in adequate detail so that a program makes sense to those whose support is essential for the program.

Give Recognition

Another important factor is giving recognition for service. "We give all of our people an award of merit after major events, such as the Utica tornado and Hurricane Katrina, whether they contributed directly or indirectly," Chief Reardon said. "We call this the MABAS Humanitarian Service Award. With this award we are reinforcing and expressing recognition and appreciation, and we make it a big deal. People know they are part of a system that makes a difference."

Secrets to Success

The group's leaders will readily tell you how and why the system works. Over many years, experienced fire service leaders shaped the effectiveness of day-to-day mutual aid by developing standards, cooperative agreements, partnerships, political support, and financial support, primarily through federal grants, to build the robust statewide system that MABAS has become.

MABAS "Secrets" to Success

- Be Prepared for an Enduring Journey
- Ignition Coil and Spark Plugs
- Long-Term Commitments
- Allow People to Lead — Trust
- Common Denominators and Shared Agenda
- Encourage Ownership and Recognize Achievement
- Calculated Risk-Taking and Risk-Takers
- Professional Pride is your Fuel
- Ignore the Naysayers
- Focus on Establishing Easy Operational Measures and Achievements
- Don't Expect a Fancy, Well-Thought Plan
- Be Prepared to Recognize and Act on Opportunities
- If You Hesitate, Your Competition Will Secure the Business and Customer
- Build the Partnerships
- Look Over the Hill — Prepare for Next Steps
- Crash the Parties where your Invitation got Lost in the Mail
- Divisional Structure — Commitments
- Grants for Equipment, Training, Sustainment — Centralized Control — No Dollar Grants to Recipients — Products & Services Only

Source: "The MABAS Experience...A Continuing Journey," October 2010, presentation by Jay Reardon

Effective resource allocation throughout the state

MABAS, in partnership with the IEMA and ITTF, has established a process to determine resources needed for all-hazards response with fire, emergency medical services, technical rescue teams, hazmat teams, and dive and other special operations that can be deployed anywhere in the state. Through this process, MABAS has become the group purchase agent for grant-funded specialized equipment for all regions of Illinois and for response in major disasters in the state and in other states.

MABAS has inspired innovation by working with vendors to design new types of disaster response equipment. This is stored at the MABAS Readiness Center and deployed for a state declaration or EMAC request. MABAS also can assess state-wide training needs and works with the IEMA and ITTF to secure funding sources for the training.

MABAS considers all levels of preparation and special needs. For example, MABAS has recognized the importance of taking a mechanic and maintenance support vehicle to repair fire trucks on scene so none will have to be decommissioned during the disaster response.

Federal grants to fund specialized equipment and training. The MABAS grant request process begins each February, when MABAS holds a planning and work session for its committee chairs and division liaisons. They discuss system-wide resource and training needs and specify grant requests.

With the information from this session, MABAS staff estimates the funding needed in the next federal grant cycle and submits the requests to the ITTF grant manager for review. ITTF submits grant requests to the appropriate federal agency for IEMA, MABAS and the Illinois Law Enforcement Alarm System (ILEAS).

Once FEMA approves the funding, MABAS starts the purchase process. Chief Reardon and the ITTF grant manager sign off on the initial purchase order and a team from MABAS seeks sealed bids and selects a vendor. At this point the order will need final approval by both Chief Reardon and the ITTF grant manager. The ITTF submits the request for reimbursement from FEMA. Throughout the process, MABAS tracks every dollar and

summarizes expenditures and remaining grant dollars in a well-organized system. On any given day, an up-to-date snapshot of the status of each grant is available for review. MABAS arranges for independent auditors to review its grants each year.

Through this process, MABAS carries the responsibility for capital outlay — for purchasing equipment and supplying training — and forges agreements with responding departments to provide the people for the response.

MABAS has been able to deploy millions of dollars of assets throughout the state in order to enhance the operational capabilities of the fire service. Some of the equipment has been issued to every fire department, while other assets have been deployed on a regional basis. Assets deployed to a region are then available to all fire departments in that area on an as-needed basis.

In addition to specialized equipment for the technical rescue and hazmat teams, MABAS has provided such equipment as decontamination units, air support apparatus, mobile generator/light towers, radiation detectors, VHF radios, StarCom21 radios, trailers for the incident management assistance team, all-terrain vehicles, gas masks and fit test machines.

Group purchasing has become the MABAS *modus operandi*. “At first it was for hoses and ladders. Now we are buying 20 vehicles at a quarter million dollars each,” said Chief Reardon. “We consult with the 11 committees and ask them to tell us the characteristics of what they want. They create the technical specifications; we present those to vendors and let them deliver proposals for the committee members to review. These committees are very structured and active in MABAS. They are the ones who tell us what we need to have as resources throughout the system.”

Chief Reardon also explained the development of MABAS assets. “We have developed some unique products that require high-end maintenance and they are so unique we house them at the MABAS Readiness Center. Some of our initiatives have never been done before. We developed mobile offices, and we are working to improve them. Right now we are working to create a mobile morgue for hot zones, borrowing from the technology used in refrigerated trucks. We want to be able to control the biohazard in a hot zone, and this type of unit would stay in the red zone until we’re sure of contamination control.”

The approach is to “get into the front end, see the need or the gap, and develop the product,” he said. “We always look at what others are doing and how we can transfer their concepts for new types of equipment.”

MABAS support is ‘free,’ and MABAS handles state reimbursements

MABAS does not charge for its services, and it does not discriminate for or against any fire department. In fact, you often hear the MABAS staff say, “This is a free service for a fire department.”

Fire departments do need to cover damages up to \$5,000 for any of the MABAS issued equipment they use, but MABAS provides insurance for damages above \$5,000, Chief Reardon explained. “If we have a loss of significant proportions, we need to make sure we have liabilities covered, but requiring them to cover the first \$5,000 makes the local users be responsible for the equipment.”

MABAS serves as the clearinghouse for all reimbursement requests associated with a statewide response (according to a governor’s declaration) or state-to-state responses (through the EMAC). This takes the burden off the individual fire department and helps to process the request and secure reimbursement expeditiously.

The process to determine the reimbursement rate for non-career firefighters illustrates productive partnerships. Volunteer firefighters who responded to the Utica tornado in 2004 did not receive payment for their six weeks of work. To rectify this problem, MABAS worked with IEMA, ITTF, FEMA and the U.S. Department of Homeland Security’s Office of Domestic Preparedness to set a standard rate for all responders. The ITTF set a standard rate (which was \$22.50 as of mid-December 2010) as the mean for non-career firefighters, subject to change without notice.

Good partnership with the Illinois State Fire Marshal

MABAS's strong relationship with Larry Matkaitis, Illinois State Fire Marshal, led to his agency providing \$125,000 in annual funding to cover insurance, training and FEMA's required audit. The Fire Advisory Commission meets four times a year to advise the state fire marshal, and he gives them much credit for achieving consensus on how to reach their goal — to get the training and equipment that is needed in the state. They understand what MABAS needs, and they have recommended the funding.

The citizens' perspective on MABAS

With such a robust, effective mutual aid system in place, what do Illinois citizens know about MABAS and how this system protects them at a minimum cost to any one community? Tom Lovejoy, chief of special projects at MABAS, offers this perspective.

How did our town pay for that? "We have changed the face of Illinois' fire and emergency response. On the other hand, citizens may not be aware of us. They may think that mutual aid is simply a deal set up between the chief in their town and the chief in the next town. They may become aware of us when they see something they have not seen before, such as a hazmat team, decontamination vehicle or mobile support vehicle. Then they ask, 'How did our town pay for that?' They will find out that they did not pay for it; MABAS secured the resources through federal grants and did that in a nondiscriminatory way."

The resources are deployed on the basis of needs determined by MABAS division and headquarters experts. If a decontamination unit is needed in a certain part of the state, MABAS will send one. It is available because MABAS was able to mobilize the resources and did the planning to ensure each community is well served.

Every community has a pre-planned response. Illinois citizens want to know that their community can survive a disaster. With the MABAS system in place, they can be assured they will receive the required level of response — even a statewide response to a disaster affecting their area — whether their communities are small towns or large cities.

"We have streamlined the process so that two fire chiefs don't have to work out some automatic aid agreement with assistance from an attorney," Chief Lovejoy said. "MABAS has put together the standard agreement for the fire chiefs to sign. Once they sign this agreement, they are part of MABAS and their community has a mutual aid agreement with every town in Illinois, rather than 1,000 individual contracts."

The efficiency of the MABAS system also benefits communities by giving each fire chief a pre-planned response. MABAS puts together procedures to efficiently allocate resources where they are needed. "The fire chief calls his dispatch center and asks for resources, and he is done," said Chief Lovejoy. "When he calls for a box alarm, it is already laid out ahead of time. An incident commander can ask for an engine strike team or a truck strike team and the thinking part is done for him so he can focus on the operations."

Stricken communities have seen the MABAS system work. The MABAS system has been tested and refined over time. In a disaster, such as the Utica tornado, the MABAS system worked. The incident commander asked for specialized task forces and rescue teams. The RED Center responded but held back some of the local units because they were in the storm's track. "We determined which geographical regions we could pull from. Without this type of organization, the communities might try to piece it together, get some volunteer resources and deal with it," Chief Lovejoy noted.

For the Utica tornado event, for which the response phase lasted for 16 hours and the Utica fire department received assistance for eight days, "MABAS had the trained personnel doing the right things," he said. "The day-to-day MABAS system expanded, and for the next eight days, MABAS provided support for the fire department in Utica. Every morning a fire department would leave for Utica."

When "the big one" does happen and a stricken community needs help, he said, it is important to have the policies and procedures in place to provide the help.

So much for so little. “We want people in Illinois to understand that they have some resources that probably no one else in the country has,” Chief Lovejoy said. “Elected officials and citizens need to understand what MABAS can bring to the table. Each municipality contributes a small fraction of its budget to buy into the huge MABAS organization, which amplifies its potential 100-fold. MABAS will give you what you need, but in turn your fire department has to respond, too.”

Planning for the worst. MABAS is working with state and federal agencies to prepare for an earthquake along the New Madrid fault, which the U.S. Geological Survey predicts will be one of the nation’s most damaging natural disasters. “We know the state of Illinois will be overwhelmed,” Chief Lovejoy said. “We know that going in. It does give us a leg up on the situation. Because we know that 450 miles of our southern area will be impassable, we can plan to request north, west and east areas to respond. MABAS will provide a well planned and sustained response to this major disaster.”

CHAPTER 5

NEW MUTUAL AID HORIZONS AND MABAS

MABAS officials have served on local, regional and national task forces to develop both intrastate and interstate mutual aid systems. Their experience, combined with their principled approach, has helped guide a variety of efforts.

The Mid-America Mutual Aid Consortium- ‘Borders should not be barriers.’

The Mid-America Mutual Aid Consortium, known as MAMA-C, evolved from the MABAS President’s Council, which is made up of the presidents of each individual state MABAS organization. The stated mission of the MAMA-C is to share information and remove barriers to locally driven, day-to-day mutual aid across state lines on incidents not requiring a governor’s declaration of disaster. MAMA-C is a result of MABAS’s growth to other states and the need to consider giving each state its own MABAS governance versus the existing centralized structure in Illinois.

MAMA-C operates on the principle that the people whom emergency responders serve deserve the quickest and most effective response even if that means mutual aid across a state’s border. Interstate mutual aid provides this quick and effective response. The closest response could be less than a mile away but over a state line. Borders should not be barriers.

MAMA-C has become the platform to resolve issues of governance while maintaining agreement on matters of interoperability, standardization and simplicity.

From its start, MAMA-C has had these objectives:

- Seamless day-to-day intrastate and interstate mutual aid for incidents that do not require a governor’s disaster declaration.
- Provide consensus-driven guidance on operational issues, allowing all to work together. Provide a platform for discussion to facilitate and foster coordination.
- Produce a single multi-state Memorandum of Agreement (MOA).

MAMA-C is comprised of a set of representatives from each state that is involved: two fire chiefs, an attorney and a representative of the state emergency management agency. Nine states are involved in MAMA-C: Illinois, Wisconsin, Indiana, Iowa, Missouri, Minnesota, Michigan, Ohio and Kentucky. These representatives are addressing the concerns of all services involved in day-to-day mutual aid across state borders — including law enforcement, public works, emergency medical services, emergency management, and veterinary care.

MAMA-C has developed draft legislation for each of the states to adopt. The legislation would authorize transfer of professional licenses, certifications or other permits when performing interstate mutual aid in the absence of a governor’s declaration and pursuant to appropriate mutual aid agreements. The Illinois Fire Services Caucus has made passage of MAMA-C legislation part of its legislative agenda for 2011. Legislation has been introduced in the Michigan and Indiana state legislatures.

The legislation would allow governmental jurisdictions to sign mutual aid agreements across state borders for day-to-day mutual aid while providing agency and responder protections similar to the Emergency Management Assistance Compact (EMAC). Specifically the legislation:

- Defines “emergency responder” and “emergency.”
- Authorizes interstate mutual aid agreements with reciprocity of licenses, certifications and permits when acting within the scope of the responder’s license, certification or permit and within the boundaries of what the requesting state would authorize.
- Immunity from liabilities enjoyed by Illinois and its political subdivisions extended to emergency responders from another state pursuant to a mutual aid agreement.
- Protection of employee benefits when serving outside respective jurisdictions.

Fusing Fire Information — MABAS and the Statewide Terrorism and Intelligence Center Partnership

Fire service integration into fusion centers

Fusion centers across the country are advancing their mission to bring law enforcement, intelligence, public safety and private sector communities together to maximize their ability to prevent and respond to all hazards, including terrorist acts. Illinois’ fusion center, the Statewide Terrorism and Intelligence Center (STIC), continues to evolve through an intelligence-led public safety prevention/response/recovery component.

The fire service is collaborating with the STIC through MABAS, which serves as the representative for fire, EMS and incident operations teams in Illinois. Through this integration, non-traditional collectors of intelligence (public safety and private sector entities) can share information that can be integrated with law enforcement data for essential information and intelligence exchange.

STIC, located in Springfield, Ill., will mark eight years of operation in April 2011. The center was conceived then became operational after the tragic events of 9/11. The center is operational 24/7/365 and staffed by intelligence analysts and operational specialists from federal, state and local agencies. Its main mission is to provide timely, effective and actionable intelligence to public and private sector partners in Illinois and across the country to enhance public safety, facilitate communications between agencies, and provide support in the fight against terrorism and other criminal activity.

Illinois State Police Acting Director Jonathon Monken, agency head for the fusion center, discusses the vision and evolution of intelligence-led public safety: “Initial integration of the fire service as well as future integrations to include public health, emergency management, public works and others will augment STIC’s homeland security mission by including an all-hazards approach through these newly established partnerships.” Acting Director Monken believes the MABAS-STIC relationship may not have been as successful without the Illinois Terrorism Task Force (ITTF), which serves as an advisory body to the governor on homeland security matters and is the state’s strategic planning and policy body for U.S. Department of Homeland Security grant programs. ITTF provides a forum for task force members to discuss and develop timely collaborative projects, such as the MABAS-STIC partnership, through monthly Task Force interactions.

Illinois Emergency Management Agency (IEMA) Director Joseph Klinger, who also serves as the state’s Homeland Security Advisor, says that “improving information-sharing that aids in safeguarding our homeland is one of ITTF’s goals; and building a shared information environment to collect, evaluate, analyze and disseminate the information is essential for obtaining that goal.”

Fire Service Intelligence Officer

Since April 19, 2010, a MABAS representative has served at STIC as the Fire Service Intelligence Officer (FSIO). Advisory subject matter includes: fire and emergency operations; emergency medical services; rescue and hazardous materials operations; fire prevention, protection, investigations, and management; and responder

safety. The FSIO also identifies entities and individuals responsible for planning, developing and implementing prevention, protection, response, and consequence management efforts at the state and local levels for engagement with STIC. Additional responsibilities include: assessing fire/emergency service stakeholder information-sharing requirements; overseeing the field fire service intelligence officer program; contributing to the research, analysis, production and dissemination of intelligence products; participating in the development of site-specific and topical risk assessments and review; delivering internal and external briefings and presentations; and adhering to regulatory requirements for safeguarding criminal intelligence information.

Branch Chief J. Brian Wilson is the current FSIO. He brings a wealth of experience to this position “from boots on the ground” to Fire Chief Commander in southwestern Illinois. Chief Wilson retired as a Captain/Shift Commander in 2001 from Lake Forest, Illinois, where he served for 21 years. Chief Wilson then served with the College Park, Georgia, Fire Department for three years as both the acting chief and deputy chief. He most recently served as the fire chief of the Edwardsville, Illinois, Fire Department.

Chief Wilson approaches intelligence from an all-hazards perspective, stating, “The fire service is often the initial agency called upon to respond to and handle not only fires but also explosions, natural or man-made disasters, mass casualty events and hazardous material incidents. Also, many criminal acts end up requiring response from the fire service and these personnel can provide information on observed criminal acts and/or terrorism precursors. From a situational awareness standpoint, it only makes sense that these first responders have front-loaded intelligence on the types of events they are most likely to respond to whenever possible. This allows them to be more prepared to assist the public; and knowing what to watch for ahead of any response can have a profound and positive impact on firefighter and other emergency responder safety.”

Chief Wilson also remarked that “very often the scenes are shrouded by smoke, debris and chaos. Being informed and aware of what tactics, techniques and procedures are being used in criminal acts can help first responders identify potential traps that will prevent injury or even incapacitation of first responders.”

Fire service as consumer, collaborator and contributor

A spotlight of the Illinois fire service integration initiative is to develop Fire Service Intelligence Liaison Officers (FILOs) throughout the MABAS divisions who are trained to recognize and report behaviors and incidents indicative of criminal actions linked with terrorism. The training will include identification and reporting of suspicious activities, indicators and warnings. Qualified candidates should have a keen interest and awareness in homeland security and information-sharing between first responders and the fusion center. Each FILO will undergo a background check. The Illinois State Privacy Officer will train FILOs in privacy and civil rights/civil liberties protection requirements in accordance with the Fusion Center’s privacy policy.

FILO responsibilities include:

- receiving fusion center-generated-intelligence, including threats and vulnerabilities;
- collaborating by sharing subject matter experience and contributing to the intelligence cycle by reporting suspicious activity;
- maintaining knowledge of their division variables, such as special events, major incidents and equipment issues;
- understanding local first responder organizations and the hazards within their areas;
- coordinating responder training regarding the intelligence process and the Fusion Center’s mission, functions and standard operating procedures;
- providing guidance to fire service members on information-sharing guidelines and reviewing responder compliance with information-handling policies;
- disseminating intelligence products to field counterparts;
- providing feedback and recommendations to STIC from fire service constituents regarding value-added products and services; and
- attending annual in-service training.

The FILO also serves as a trusted associate for local responders to discuss and report unusual or suspicious circumstances encountered during their daily activities that warrant law enforcement documentation.

Investments and outcomes

Integration of the fire service into existing fusion center analysis and information/intelligence-sharing is a vital investment for both partners. For the fire service, the partnership delivers timely and germane intelligence to safeguard first responders and their operations. For the Fusion Center, fire service experts help collaborate in the intelligence process and finished products.

Fire service participation in fusion center activities should add value. The way to do that, quite simply, is to be effective. A way to ensure value is to assess the information collected, how fusion center partners are using it for intelligence and operational actions, and what are the results. Proper management of information flow and assessment of after-action reports are critical. When done well, Illinois homeland security partners across all mission areas will greatly benefit from this joint partnership.

CLOSING THOUGHTS

Learn from the Leader — Advice from MABAS CEO Jay Reardon

As MABAS has expanded in its capacity and assets, Chief Jay Reardon, CEO, has had a firm hand on the wheel of this robust mutual aid system. He has guided MABAS's rapid growth and innovation and has surrounded himself with experienced and talented fire service leaders. Chief Reardon believes in a culture of cooperation and consensus-building and acts on this belief at every level. Chief Reardon cites a number of elements that have contributed to MABAS's success. Here in his own words are a selection of his insights and what matters in developing an effective mutual aid system.

Situational awareness is critical. Don't get bogged down looking at what is in front of you at the incident; look ahead while you are there. What will the needs be in 15 minutes, one hour, five hours? Use your experience to think beyond the present and look into the future. Also, recognize and act on opportunities. When politicians show up at incidents and ask, "What can I do for you?" know what you want and tell them.

Find the common denominators and shared agenda. Figure out how others can "buy in" so they have an interest in solving a particular problem. Aim for collaboration, and find the common denominators.

Build credibility and trust. These are huge. Once you lose either, you will not gain them back. MABAS has obtained great credibility with leaders in Illinois because we have never fumbled the ball. By the same token, we have discussed our shortfalls with them. We can say when we do not have 100% capability, and we can tell them where we need people and equipment. That builds credibility and trust.

Use calculated risk-taking and involve risk takers. We have asked for a lot of trust from the fire departments of Illinois. They have given us trust and supported us. Look at our validation exercise from August 2010. Was there a huge risk? Yes. Was it calculated? Yes. Was there the potential to drop the ball? Absolutely. Did we? No. The people in all positions were committed, and there was a willingness to take risks.

Don't expect a plan to be fancy and well-thought-out. Just do it. If you've never done something before, the first time isn't going to be pretty or fancy and there's a huge learning curve. If you do not make any plan, are you better off? No. You need to try. Don't expect perfection the first time out of the chute.

Encourage ownership and recognize achievement. Everybody owns part of this rock — all the way down to the firefighter on the street. You own it and the responsibility that comes with it. When people contribute to success during a disaster mobilization, let them know you recognize this. With the Illinois Fire Chiefs Association we established the MABAS Humanitarian Service Award. We give this award to anyone who contributes to the success of a disaster mobilization. We awarded those on four occasions over the past five years. We give a certificate, a ribbon for their uniform as well as a decoration in the form of medal, and we keep a record of the achievement here at MABAS. We have given hundreds of those awards out for those four events, and we look forward to the opportunity to give many more as a way to say thanks and build trust and credibility. This shows that everybody made it happen.

Establish easy operational measures and achievements. Start with the simple stuff and have success with that. Then you have an accomplishment. That builds pride. Then reach a little higher. Don't go for the big things in the beginning. Some who are discouraged about mutual aid are aiming at a statewide plan before they have the small stuff in place. Start on the local level and get them to use MABAS every day. They will become believers. Fire chiefs believe in this system so much that it is a tool they cannot live without. Get them in on it first; don't worry about the grand slam. You cannot have an effective statewide plan unless you have a mutual aid plan at the local level that is used every day and relied upon.

You need an ignition coil and spark plugs. In a region that wants to make mutual aid really happen, you need a couple of people who will own this — who are zealots. They are willing to risk something, including relationships, to make it happen. It becomes their personal mission.

Understand this is a long-term commitment. The spark plug for the mutual aid effort cannot say, “I am done.” No, as a sparkplug you will own it for life, and you will train another who has this as strongly in his soul as you do. The job is never finished. You need people to feed and water the effort. Even without federal grants, you have to have long-term commitments.

Get the commitment at the local level. The local departments know that MABAS is the ace in their hip pocket. Every chief realizes this is the most important tool in their toolbox. We recognize that every fire department has a degree of sovereignty, and we don’t mess with it; we work within it. I have zero authority to tell people what to do. MABAS has a winning track record, and people have trust, confidence and commitment as a result.

Allow people to lead. Most firefighters have a Type A personality in them. Give them the parameters; then point them in the right direction and get out of their way. They will lead, and they will surprise the heck out of you.

Treat all departments equally. Do not discriminate. A volunteer is the same as an on-call or a career. We do not categorize anywhere in our records any department as being on-call, volunteer or career. They are all held to the same standards. If someone says we are just volunteers and on-calls, we don’t accept that.

Realize it is not about “me”; it’s about the citizen and what is best. It is our role to serve the citizens. When they are impacted, they want someone who is qualified to help them. They don’t care if it is a yellow truck, a red truck or any other color truck as long as help is on its way.

Plan for succession — for the leader, the Board, the staff and the contractors. Their replacements need to be ready. My role as CEO of MABAS requires unique skills to do this job effectively. Somewhere down the road there will be someone who is prepared to take my place. Whoever takes my place also will ensure that there is someone prepared to take his place. To plan for succession, you need a vision for what is needed, and you need to fight for what is right.

Crash the party. Be where you need to be; invite yourself if needed. There are meetings going on all the time that will impact you or other firefighters in the state. Make the phone calls when you hear about those meetings, and tell them that you need to be there. Force the invitation so they at least get face time with someone from your organization. The emergency response system is getting competitive, but we in the fire service are the true first responders and need to make that clear.

Ignore the naysayers. Find the reasons for doing something that is needed, and ignore those who say it cannot be done.

Be in right place at right time. Move quickly. Just like a professional sports player, you need to anticipate and prepare. Be in the right place at the right time. You are going to anger people, but that’s life. Anticipate, move into place and take the action that needs to be taken.

Develop the concept and keep it simple. What do we want as an outcome? Keep it simple; don’t write pages and pages. Make a check list for people, and get out of their way. They will figure it out. If you train people with an experiential base, then give them a check list, they will get it done. In Katrina I told staff what they were in charge of and what the goal was. For example, I told one of our chiefs he was in charge of logistics. He figured out what was needed and made a checklist to guide the efforts. Another was the plans chief. He found out what New Orleans needed and then figured out how we could deliver that. Then after the experience with Katrina, he shadowed teams in large-scale incidents in other states and became the technical expert.

If you hesitate, your competition will secure the business and the customer. Disaster threats will always fall to the fire service and law enforcement. If we lose that mission, it is our own fault. With the cutbacks right now, we have to keep in front of us what our role is — the saving of lives and property. We must be ready to assert ourselves and figure out how to fill the gap with the realities of today. If we don’t fulfill our mission, we are giving the business away. The National Guard needs time to be deployed; they are not the first responders — we are. That is our mission.

Establish divisional structures and commitments. The division structure has allowed us to operate effectively. Enforcement and compliance are decentralized to the local level. The MABAS policy is developed, but each division with its own Executive Board can figure out how to comply with the policy. As diverse as we are, with 67 divisions, there could be 67 ways to apply it. The divisions are the ones with the voting power. MABAS coordinates and facilitates at the Executive Board level. Once a policy is approved, the division will have to comply, but they decide how to make it happen.

Financial priorities are set through committees. We don't give people money. We rely on our committees to determine the priorities of need for training and equipment. They are the ones who identify the needs. Then MABAS buys the equipment and distributes it. Everybody gets their share of the apple.

Take pride in your work. Americans love winners; winners demonstrate pride. If you cannot demonstrate pride, then no one will support you.

APPENDIX 1

MABAS Overview

Mutual Aid — Statewide

MABAS — IEMA — IFCA Initiative

August 2009

Prepared by: Jay Reardon, Fire Chief (Ret.), CEO, MABAS

MABAS (Mutual Aid Box Alarm System) in partnership with IEMA (Illinois Emergency Management Agency) have established a statewide, non-discriminatory mutual aid response system for fire, EMS and specialized incident operational teams. Sharing the effort are representatives from the Office of the State Fire Marshal, Department of Public Health — EMS Division and Illinois Fire Chiefs Association. The system defines a resource response plan to any location within the state when the Governor orders a Declaration of Disaster. A Memorandum of Understanding was signed on January 16, 2001, a first in Illinois history.

Historically, IEMA has had the capability through state resources and assets to support disaster stricken communities in all areas except Fire, EMS, Technical Rescue, Urban Search and Rescue, and Hazardous Materials Operations Teams. Illinois assets like State Police, Department of Transportation and numerous other state assets are able to mobilize under the direction of the Governor in response to a disaster. Since Illinois does not own its own fire department, EMS ambulances or specialized operations, a substantial “system” resource within the control of the state was lacking. The plan provides a system of “one-stop shopping” for IEMA officials to activate and mobilize local municipal fire, EMS and special operations assets through MABAS.

MABAS is a mutual aid system, which has been in existence since the late 1960s. Pre September 11th, MABAS was heavily rooted throughout northern Illinois. Since September 11th, MABAS has rapidly grown throughout the State of Illinois and Wisconsin, and parts of Indiana, Iowa and Missouri. Day-to-day MABAS extra alarms are systematically designed to provide speed of response of emergency resources to the stricken community during an ongoing emergency. Declaration of Disasters are not required for routine, MABAS system activation's. Today MABAS includes approximately 1,000 of the states 1,200 fire departments organized within 67 divisions. MABAS divisions geographically span an area from Lake Michigan to Iowa's border and south almost into Kentucky. Twelve Wisconsin divisions also share MABAS with their Illinois counterparts. The cities of Chicago, St. Louis, and Milwaukee are also MABAS member agencies. MABAS has also expanded into Indiana and Michigan.

MABAS includes approximately 35,000 of Illinois' 40,000 firefighters who staff emergency response units including more than 1,500 fire stations, 2,495 engine companies, 469 ladder trucks, 1,100 ambulances (mostly paramedic capable), 297 heavy rescue squads, and 788 water tenders. Fire/EMS reserve (back-up) units account for more than 1,000 additional emergency vehicles.

MABAS also offers specialized operations teams for hazardous materials (42 teams), underwater rescue/recovery (26 teams), technical rescue (41 teams) and a state sponsored urban search and rescue team. An additional element of resource are the certified fire investigators which can be “packaged” as teams for larger incidents requiring complicated and time-consuming efforts for any single agency.

MABAS is a unique organization in that every MABAS participant agency has signed the same contract with their 1,000 plus counterpart MABAS agencies. As a MABAS agency, you agree to: standards of operation, incident command, minimal equipment staffing, safety and on-scene terminology. MABAS agencies, regardless of their geopolitical origin, are able to work together seamlessly on any emergency scene. All MABAS agencies operate on a common radio frequency (IFERN) and are activated for response through pre-designed “run” cards each participating agency designs and tailors to meet their local risk need. MABAS also provides mutual aid station coverage to a stricken community when their fire/EMS resources are committed to an incident for an extended period.

MABAS extra alarms are commanded by the stricken community and dispatch control is handled through the stricken community's MABAS division center. Over 800 MABAS extra alarm incidents occur annually throughout the 67 divisions of

Illinois MABAS. The expansion of mutual aid to a statewide system doesn't require all municipalities and fire districts to join MABAS as a member agency. Existing Illinois statute regarding a Declaration of Disaster allows the Governor to mobilize state assets under the direction of IEMA. Through a memorandum of understanding between IEMA and MABAS and other intergovernmental consortiums, fire, EMS and special operations resources can be activated as a State of Illinois asset when a Declaration of Disaster is initiated. Activation of the Statewide Plan through IEMA is designed to provide quantity of response for sustaining operations indefinitely.

Upon the direction of IEMA, subsequent to a Declaration of Disaster, Fire, EMS and special operations resources can be mobilized as state assets. As a state asset, resources mobilized are afforded liability, reimbursements and workman's compensation coverages. Further, any and all costs beyond normal operations experienced by fire, EMS and special operations will be reimbursed by the State of Illinois through IEMA. To assure clarity, reimbursement for an IEMA directed mutual aid resource might include overtime related to the incident, an off duty personnel recall to maintain levels of service which were reduced due to the response, expendables, consumables and damage directly related to the Declaration of Disaster.

Functionally, a Statewide Mutual Aid Resource Flow Plan is currently published (signed January 16, 2001) and operational for emergency response. All MABAS divisions with mobilization responsibilities throughout the state have been involved in providing information, completing survey questionnaires and concept discussions. Cooperative consortiums such as CART (Combined Area Rescue Team) are also involved as resources within the plan. Certainly, as the plan is implemented, many more participant agencies will be involved as the "total force" concept of statewide fire, EMS and special operations becomes reality for Illinois.

Illinois faces many challenges from natural, manmade and technological threats to citizen safety. Over time we have become a sophisticated society but we continue to see disasters. Every community now has the newest threat of disaster to deal with — domestic terrorism, the delivery of a weapon of mass destruction which will certainly tax the entire state's resources. MABAS is working with numerous other states, federal and local agencies through IEMA's coordination to prepare for our newest threat — State mutual aid of fire and special operations resources.

A question does still remain — will a Statewide Mutual Aid Plan through a Declaration of Disaster solve all needs of all communities? Unfortunately, the answer is no.

On a daily basis, communities face emergencies which overtax their local fire/EMS and special operations capabilities. Often the "local" crisis doesn't warrant the state's Declaration of Disaster and its accompanying statutory powers. Without a Declaration of Disaster, the Statewide Mutual Aid Plan cannot be officially activated, nor are the statutory powers in force for an assisting agency's reimbursement, liability and workmen's compensation coverage. When such cases exist, being a MABAS member agency affords irreplaceable benefits to a stricken community, regardless of where the community is located.

As a MABAS member agency, your community has the same agreement as the 1,000 plus and other communities — all agreeing to send pre-determined resources, without reservation, to assist a stricken community. Without a formal written mutual aid agreement (such as MABAS), a request for mutual aid assistance becomes a voluntary act, putting the Fire Chief and his employing community who might send the resource, at great risk should equipment be damaged, or a firefighter is injured or killed in the line of duty.

MABAS has been activated on several occasions by Illinois Emergency Management Agency for emergency declarations since the January 16, 2001 Memorandum of Understanding was signed. The responses include; Tamara train derailment, Roanoke tornado, Utica tornado disaster, and Louisiana Hurricane's Katrina, Gustav and Ike response and recovery effort through an EMAC activation.

An example of a routine MABAS activation was the City of Chicago's LaSalle Bank Building Fire, where twenty-two (22) suburban fire agencies filled in at City of Chicago fire stations to maintain continuity of emergency service to various Chicago neighborhoods. EMS MABAS responses to the City of Chicago, MABAS Division 9, have occurred during mass casualty events related to marathons, Metra and subway train crashes.

To become a MABAS Division/agency, all that is required is a resolution or ordinance being enacted by the governing body and signing of the MABAS contract. Most MABAS agencies are comprised of a number of geographically co-located municipalities or districts. However, one community can also be its own MABAS division such as the City of Chicago, which is MABAS Division 9. Some MABAS divisions have 30 or more, member departments or districts. All it takes is discussion, agreement and political commitment. There is no cost to join MABAS, however once joining MABAS an annual dues requirement exists on a sliding schedule based on a member departments annual operating budget. Local MABAS Division dues may be self-imposed by and at the control of each individual MABAS division. The MABAS Executive Board meets quarterly and functions as a coordinating agency.

The Executive Board of MABAS routinely provides assistance to interested agencies. MABAS will provide any and all information to inquiring agencies including prepared ordinances, resolutions and the standard contract to communities who are seriously interested.

When crisis strikes a community, often costs are the last thing to be thought of. MABAS provides immediate response resources at no cost or fee under daily operations. How can a community afford not being part of MABAS?

Fire chiefs may inquire about MABAS by contacting the MABAS CEO.

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APPENDIX 2

Excerpts from Lt. Donald Kuhn's May 26, 1970 Memorandum to the Elk Grove Village Fire Chief

Subject: Mutual Aid plan for Suburban Fire Departments

The following report is something I have wanted to submit for some time. In my short time in the suburbs I have found a lack of cooperation and defiance among some Departments regarding mutual aid. I have listened to many Departments fight extra alarm fires, taking precious time requesting each town one by one for each individual piece of equipment to respond to their fire.

Why does it take such a long time to mobilize a sufficient amount of Firefighters and fire equipment on the fire scene? Why do some chiefs hesitate to call for assistance? We all talk about professionalizing the fire service; we are willing to send out men to college, seminars, education them, but how about putting some of this knowledge to **work!**

...I feel if we want to be considered professional, we must improve our way of requesting mutual aid and get some sort of mutual response between Departments on target hazards within our Villages, and the time is **now!**

There is no Department large enough or will ever be large enough to be able to handle all the emergencies that may arise by themselves. Year after year I wait for the Fire Chiefs to construct a workable mutual aid plan. Year after year it seems we are further apart in banding together for the betterment of service to our communities. We are paid to protect the citizens of our respective organized communities, but there is not a Municipal Department around this area that can say they can or are protecting their citizens to their fullest.

We are professional Firefighters must find the best, most efficient means of fighting fires. One way is to keep our Departments trained, efficient Firefighting teams. The other in my opinion is a well planned, efficient mutual aid agreement between all the Northern Illinois Fire Departments, paid and volunteer. This mutual aid program should also include mutual respond on still alarms in special target areas. Also along with the mutual aid and response should be combined drills, preplan target hazards, consideration for water supply, manpower and equipment needs. This is a large job, but it can be done, and we should be the ones to initiate this program.

The first requisite to a successful mutual aid program is cooperation between departments, and I hope we will be able to find this through the Fire Chief's Association. This plan is not a new one; it is patterned from the Chicago Fire Department's Box Alarm System. By using phantom boxes throughout all the suburbs, I feel this can be incorporated into a workable mutual aid program.

My plan is as follows:

We take each town or Village and section the town, placing phantom boxes in strategic locations in the town near target hazards. Each box would have its own number. This number would be recorded in each town on a card with all the information regarding the proper response procedure for each Department. Each phantom box card would be broken down to 1st Alarm, 2nd Alarm, 3rd Alarm, etc., and each alarm would spell out what piece of apparatus from each Department would be required to respond to the fire.

Along with the proper response procedure to the fire would be a proper response for change of quarters. Each Department using the phantom boxes for mutual aid would automatically know what piece of equipment and what department will be responding to a given fire or emergency, and what equipment is replacing their equipment on a change of quarters.

I feel this system will eliminate the problem that faces every Chief at a fire scene in requesting each piece of equipment to the fire and getting equipment and manpower into the station to protect the rest of the town or Village while they concentrate on extinguishing the large fire.

After the phantom boxes have been set up for the different Villages, all it would take to put this system to work would be a request from the Officer on the scene or Chief to request a mutual aid box or as we say "Signal is 66." "Signal is 66" means we are requesting mutual aid for the fire we are at, and the Alarm Operator (A/O) at our Headquarters' Station would then repeat over the radio frequency.... "Signal 100, Signal 100, Signal 100," which in our 10-Signals means...emergency traffic to follow.

The A/O would then request mutual aid for 1st Alarm from Box Number ___ using the closest phantom box number to the fire. The A/O would repeat the 1st Alarm from Box Number ___. All departments would pull their cards with the number given. The card would direct the closest Fire Departments to the scene of the fire, direct companies to cover the Station or the Village having the fire and alert the Villages and towns in case of a second or higher alarm request.

This system can be repeated in each town taking the closest Engine Companies, Truck Companies, Ambulances, Chiefs and setting down on paper a pre-determined order of response. This Box Alarm System will not cover every emergency situation, such as a downed aircrafts where the Chief may need extra ambulances, chemical trucks, special equipment. This will have to specify. But by the Box System, most of his problems of calling for assistance, getting companies to fill in for his department are automatically taken care of by his requesting a mutual aid box for his fire — he can again concentrate on the emergency.

Along with this mutual aid system of boxes would go mutual aid training....combined drills and training with other Fire Departments. We must work together to develop the most effective attack on the fire. This can only be done by mutual training.

I hope this attempt at a mutual aid program is read and if found feasible, with some merit improved on and finally put to use. I know this program does not solve all the problems, it is not the ultimate in mutual aid fire protection, but I feel it is a step in the right direction. I hope it can bring our Fire Departments closer together, working efficiently not only on large fires where mutual aid is required but also as an effective mutual aid response on still alarms to target areas in each town. This may prove to be as important, if not more important than mutual aid.

Respectfully submitted,
Donald J. Kuhn, Lt.

APPENDIX 3

Mutual Aid Box Alarm System Agreement

This Agreement made and entered into the date set forth next to the signature of the respective parties, by and between the units of local government subscribed hereto (hereafter "Unit(s)" that have approved this Agreement and adopted same in manner as provided by law and are hereafter listed at the end of this Agreement.

WHEREAS, the Constitution of the State of Illinois, 1970, Article VII, Section 10, authorizes units of local government to contract or otherwise associate among themselves in any manner not prohibited by law or ordinance; and,

WHEREAS, the "Intergovernmental Cooperation Act", 5 ILCS 220/1 et seq., provides that any power or powers, privileges or authority exercised or which may be exercised by a unit of local government may be exercised and enjoyed jointly with any other unit of local government; and,

WHEREAS, Section 5 of the Intergovernmental Cooperation Act, 5 ILCS 220/5, provides that any one or more public agencies may contract with any one or more public agencies to perform any governmental service, activity or undertaking which any of the public agencies entering into the contract is authorized by law to perform, provided that such contract shall be authorized by the governing body of each party to the contract; and,

WHEREAS, the parties hereto have determined that it is in their best interests to enter into this Agreement to secure to each the benefits of mutual aid in fire protection, firefighting and the protection of life and property from an emergency or disaster; and

WHEREAS, the parties hereto have determine that it is in their best interests to form an association to provide for communications procedures, training and other necessary functions to further the provision of said protection of life and property from an emergency or disaster.

NOW, THEREFORE, in consideration of the foregoing recitals, the Unit's membership in the Mutual Aid Box Alarm System and the covenants contained herein, **THE PARTIES HERETO AGREE AS FOLLOWS:**

SECTION ONE

Purpose

It is recognized and acknowledged that in certain situations, such as, but not limited to, emergencies, natural disasters and man-made catastrophes, the use of an individual Member Unit's personnel and equipment to perform functions outside the territorial limits of the Member Unit is desirable and necessary to preserve and protect the health, safety and welfare of the public. It is further expressly acknowledged that in certain situations, such as the aforementioned, the use of other Member Unit's personnel and equipment to perform functions within the territorial limits of a Member Unit is desirable and necessary to preserve and protect the health, safety and welfare of the public. Further, it is acknowledged that coordination of mutual aid through the Mutual Aid Box Alarm System is desirable for the effective and efficient provision of mutual aid.

SECTION TWO

Definitions

For the purpose of this Agreement, the following terms as used in this agreement shall be defined as follows:

- A. "Mutual Aid Box Alarm System" (hereinafter referred to as "MABAS"): A definite and prearranged plan whereby response and assistance is provided to a Stricken Unit by the Aiding Unit(s) in accordance with the system established and maintained by the MABAS Member Units and amended from time to time;
- B. "Member Unit": A unit of local government including but not limited to a city, village or fire protection district having a fire department recognized by the State of Illinois, or an intergovernmental agency and the units of which the intergovernmental agency is comprised which is a party to the MABAS Agreement and has been appropriately

authorized by the governing body to enter into such agreement, and to comply with the rules and regulations of MABAS;

- C. "Stricken Unit": A Member Unit which requests aid in the event of an emergency;
- D. "Aiding Unit": A Member Unit furnishing equipment, personnel, and/or services to a Stricken Unit;
- E. "Emergency": An occurrence or condition in a Member Unit's territorial jurisdiction which results in a situation of such magnitude and/or consequence that it cannot be adequately handled by the Stricken Unit and such that a Member Unit determines the necessity and advisability of requesting aid.
- F. "Division": The geographically associated Member Units or unit which have been grouped for operational efficiency and representation of those Member Units.
- G. "Training": The regular scheduled practice of emergency procedures during non-emergency drills to implement the necessary joint operations of MABAS.
- H. "Executive Board": The governing body of MABAS comprised of Division representatives.

SECTION THREE

Authority and Action to Effect Mutual Aid

- A. The Member Units hereby authorize and direct their respective Fire Chief or his designee to take necessary and proper action to render and/or request mutual aid from the other Member Units in accordance with the policies and procedures established and maintained by the MABAS Member Units. The aid rendered shall be to the extent of available personnel and equipment not required for adequate protection of the territorial limits of the Aiding Unit. The judgment of the Fire Chief, or his designee, of the Aiding Unit shall be final as to the personnel and equipment available to render aid.
- B. Whenever an emergency occurs and conditions are such that the Fire Chief, or his designee, of the Stricken Unit determines it advisable to request aid pursuant to this Agreement he shall notify the Aiding Unit of the nature and location of the emergency and the type and amount of equipment and personnel and/or services requested from the Aiding Unit.
- C. The Fire Chief, or his designee, of the Aiding Unit shall take the following action immediately upon being requested for aid:
 - 1. Determine what equipment, personnel and/or services is requested according to the system maintained by MABAS;
 - 2. Determine if the requested equipment, personnel, and/or services can be committed in response to the request from the Stricken Unit;
 - 3. Dispatch immediately the requested equipment, personnel and/or services, to the extent available, to the location of the emergency reported by the Stricken Unit in accordance with the procedures of MABAS;
 - 4. Notify the Stricken Unit if any or all of the requested equipment, personnel and/or services cannot be provided.

SECTION FOUR

Jurisdiction Over Personnel and Equipment

Personnel dispatched to aid a party pursuant to this Agreement shall remain employees of the Aiding Unit. Personnel rendering aid shall report for direction and assignment at the scene of the emergency to the Fire Chief or Senior Officer of the Stricken Unit. The party rendering aid shall at all times have the right to withdraw any and all aid upon the order of its Fire Chief or his designee; provided, however, that the party withdrawing such aid shall notify the Fire Chief or Senior Officer of the party requesting aid of the withdrawal of such aid and the extent of such withdrawal.

SECTION FIVE**Compensation for Aid**

Equipment, personnel, and/or services provided pursuant to this Agreement shall be at no charge to the party requesting aid; however, any expenses recoverable from third parties shall be equitably distributed among responding parties. Nothing herein shall operate to bar any recovery of funds from any state or federal agency under any existing statutes.

SECTION SIX**Insurance**

Each party hereto shall procure and maintain, at its sole and exclusive expense, insurance coverage, including: comprehensive liability, personal injury, property damage, worker's compensation, and, if applicable, emergency medical service professional liability, with minimum limits of \$1,000,000 auto and \$1,000,000 combined single limit general liability and professional liability. No party hereto shall have any obligation to provide or extend insurance coverage for any of the items enumerated herein to any other party hereto or its personnel. The obligations of the Section may be satisfied by a party's membership in a self-insurance pool, a self-insurance plan or arrangement with an insurance provider approved by the state of jurisdiction. The MABAS may require that copies or other evidence of compliance with the provisions of this Section be provided to the MABAS. Upon request, Member Units shall provide such evidence as herein provided to the MABAS members.

SECTION SEVEN**Indemnification**

Each party hereto agrees to waive all claims against all other parties hereto for any loss, damage, personal injury or death occurring in consequence of the performance of this Mutual Aid

Agreement; provided, however, that such claim is not a result of gross negligence or willful misconduct by a party hereto or its personnel.

Each party requesting or providing aid pursuant to this Agreement hereby expressly agrees to hold harmless, indemnify and defend the party rendering aid and its personnel from any and all claims, demands, liability, losses, suits in law or in equity which are made by a third party. This indemnity shall include attorney fees and costs that may arise from providing aid pursuant to this Agreement. Provided, however, that all employee benefits, wage and disability payments, pensions, worker's compensation claims, damage to or destruction of equipment and clothing, and medical expenses of the party rendering aid shall be the sole and exclusive responsibility of the respective party for its employees, provided, however, that such claims made by a third party are not the result of gross negligence or willful misconduct on the part of the party rendering aid.

SECTION EIGHT**Non-Liability for Failure to Render Aid**

The rendering of assistance under the terms of this Agreement shall not be mandatory if local conditions of the Aiding Unit prohibit response. It is the responsibility of the Aiding Unit to immediately notify the Stricken Unit of the Aiding Unit's inability to respond; however, failure to immediately notify the Stricken Unit of such inability to respond shall not constitute evidence of noncompliance with the terms of this section and no liability may be assigned.

No liability of any kind or nature shall be attributed to or be assumed, whether expressly or implied, by a party hereto, its duly authorized agents and personnel, for failure or refusal to render aid. Nor shall there be any liability of a party for withdrawal of aid once provided pursuant to the terms of this Agreement.

SECTION NINE**Term**

This Agreement shall be in effect for a term of one year from the date of signature hereof and shall automatically renew for successive one year terms unless terminated in accordance with this Section.

Any party hereto may terminate its participation in this Agreement at any time, provided that the party wishing to terminate its participation in this Agreement shall give written notice to the Board of their Division and to the Executive Board specifying the date of termination, such notice to be given at least 90 calendar days prior to the specified date of termination of participation. The written notice provided herein shall be given by personal delivery, registered mail or certified mail.

SECTION TEN

Effectiveness

This Agreement shall be in full force and effective upon approval by the parties hereto in the manner provided by law and upon proper execution hereof.

SECTION ELEVEN

Binding Effect

This Agreement shall be binding upon and inure to the benefit of any successor entity which may assume the obligations of any party hereto. Provided, however, that this Agreement may not be assigned by a Member Unit without prior written consent of the parties hereto; and this Agreement shall not be assigned by MABAS without prior written consent of the parties hereto.

SECTION TWELVE

Validity

The invalidity of any provision of this Agreement shall not render invalid any other provision. If, for any reason, any provision of this Agreement is determined by a court of competent jurisdiction to be invalid or unenforceable, that provision shall be deemed severable and this Agreement may be enforced with that provision severed or modified by court order.

SECTION THIRTEEN

Notices

All notices hereunder shall be in writing and shall be served personally, by registered mail or certified mail to the parties at such addresses as may be designated from time to time on the MABAS mailing lists or, to other such addresses as shall be agreed upon.

SECTION FOURTEEN

Governing Law

This Agreement shall be governed, interpreted and construed in accordance with the laws of the State of Illinois.

SECTION FIFTEEN

Execution in Counterparts

This Agreement may be executed in multiple counterparts or duplicate originals, each of which shall constitute and be deemed as one and the same document.

SECTION SIXTEEN

Executive Board of MABAS

An Executive Board is hereby established to consider, adopt and amend from time to time as needed rules, procedures, by-laws and any other matters deemed necessary by the Member Units. The Executive Board shall consist of a member elected from each Division within MABAS who shall serve as the voting representative of said Division on MABAS matters, and may appoint a designee to serve temporarily in his stead. Such designee shall be from within the respective division and shall have all rights and privileges attendant to a representative of that Member Unit.

A President and Vice President shall be elected from the representatives of the Member Units and shall serve without compensation. The President and such other officers as are provided for in the by laws shall coordinate the activities of the MABAS.

SECTION SEVENTEEN**Duties of the Executive Board**

The Executive Board shall meet regularly to conduct business and to consider and publish the rules, procedures and by laws of the MABAS, which shall govern the Executive Board meetings and such other relevant matters as the Executive Board shall deem necessary.

SECTION EIGHTEEN**Rules and Procedures**

Rules, procedures and by laws of the MABAS shall be established by the Member Units via the Executive Board as deemed necessary from time to time for the purpose of administrative functions, the exchange of information and the common welfare of the MABAS.

SECTION NINETEEN**Amendments**

This Agreement may only be amended by written consent of all the parties hereto. This shall not preclude the amendment of rules, procedures and by laws of the MABAS as established by the Executive Board to this Agreement. The undersigned unit of local government or public agency

hereby has adopted, and subscribes to, and approves this MUTUAL AID BOX ALARM SYSTEM Agreement to which this signature page will be attached, and agrees to be a party thereto and be bound by the terms thereof.

This Signatory certifies that this Mutual Aid Box Alarm System Agreement has been adopted and approved by ordinance, resolution, or other manner approved by law, a copy of which document is attached hereto.

Political Entity

President or Mayor

Date

ATTEST:

Title

Date

MABAS-CITY-VILLAGE-DISTRICT-AGREEMENT

APPENDIX 4

Sample Ordinance

ORDINANCE NO. ____

AN ORDINANCE AUTHORIZING A MUTUAL AID BOX ALARM SYSTEM AGREEMENT

WHEREAS, the Constitution of the State of Illinois, 1970, Article VII, Section 10, authorizes units of local government to contract or otherwise associate among themselves in any manner not prohibited by law or ordinance; and,

WHEREAS, the "Intergovernmental Cooperation Act", 5 ILCS 220/1 et seq., provides that any power or powers, privileges or authority exercised or which may be exercised by a unit of local government may be exercised and enjoyed jointly with any other unit of local government; and,

WHEREAS, Section 5 of the "Intergovernmental Cooperation Act", 5 ILCS 220/5, provides that any one or more public agencies may contract with any one or more public agencies to perform any governmental service, activity or undertaking which any of the public agencies entering into the contract is authorized by law to perform, provided that such contract shall be authorized by the governing body of each party to the contract; and,

WHEREAS, the Mayor and the City Council of have determined that it is in the best interests of the City and its residents to enter into an intergovernmental agreement to secure to each the benefits of mutual aid in fire protection, firefighting and the protection of life and property from an emergency or disaster and to provide for communications procedures, training and other necessary functions to further the provision of said protection of life and property from an emergency or disaster.

NOW, THEREFORE, BE IT ORDAINED by the Mayor and City Council of the ____ County, Illinois as follows:

SECTION ONE: That the Mayor and the Clerk be and are hereby authorized to execute an Agreement for participation in the Mutual Aid Box Alarm System, a copy of said Agreement being attached hereto and being made a part hereof.

SECTION TWO: That the Mutual Aid Box Alarm System Executive Board By-Laws attached hereto and made a part hereof are hereby approved.

ADOPTED this ____ day of 20__, by a roll call vote as follows:

AYES:

NAYS:

ABSENT:

Mayor

ATTEST:

Clerk

STATE OF ILLINOIS,
COUNTY OF

CLERK'S CERTIFICATE

I, _____, the duly qualified and acting Clerk of the _____ County, Illinois, do hereby certify that attached hereto is a true and correct copy of an Ordinance entitled:

ORDINANCE NO.

AN ORDINANCE AUTHORIZING A MUTUAL AID BOX ALARM SYSTEM AGREEMENT

which Ordinance was duly adopted by said City Council at a regular meeting held on the _____ day of 20__.

I do further certify that a quorum of said City Council was present at said meeting, and that the City Council complied with all the requirements of the Illinois Open Meetings Act.

IN WITNESS WHEREOF, I have hereunto set my hand this day of _____, 20__.

Clerk

MABAS-CITY-ORDINANCE

APPENDIX 5



MABAS Resource Inventory Questionnaire

When complete, please fax to the MABAS Readiness Center, (847) 215-1875

1. **MABAS Division:** _____ Completed by: _____ Contact Phone No.: _____

a. I've reviewed the existing resource matrix and find all information correct as of:

Signature: _____

Date: _____

2. MABAS dispatch center and location? _____

3. Number of fire departments/districts in your division? _____

4. Number of fire stations in your division? _____

5. Number of paid departments: Combination On-Call: _____ (should total the same as question # 3)

6. Number of paid firefighters and officers* Number of on-call firefighters and officers* Total of above: _____

*(consider contract employees as paid staff; number of paramedics need not be broken out)

7. Number of engines: _____ Staffed _____

Reserve _____

Total _____

8. Number of truck/aerial units: _____ Staffed _____

Reserve _____

Total _____

9. Number of ambulances: _____ Staffed _____

Reserve _____

Total _____

10. Number of heavy squads: _____ Staffed _____

Reserve _____

Total _____

11. Number of light squads/utility: _____ Staffed _____

Reserve _____

Total _____

12. Number of tenders: _____ Staffed _____

Reserve _____

Total _____

13. Number of Brush Trucks _____ Staffed _____

Reserve _____

Total _____

14. Can your division support a request for a task force (3 engines, 1 truck, 1 heavy squad, 1 ambulance, & 1 chief w/ driver)?

☐ YES ☐ NO

15. Number of support vehicles: _____

16. Miscellaneous units/vehicles worthy of remarks: _____ HazMat Team, TRT, etc. Include vehicles.

17. General remarks/comments:



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