



metropolitan planning organization

San Antonio

Incident Management Plan



Prepared for San Antonio/
Bexar County Metropolitan
Planning Organization

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Prepared by
PB Farradyne, a division of Parsons Brinkerhoff Quade & Douglas, Inc.

Other San Antonio Incident Management Plan Team Members:
Klotz Associates
Ximenes & Associates, Inc.

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INTRODUCTION

Traffic accidents cause much of the non-recurring congestion and resulting delay on the San Antonio freeway network. This congestion spills over onto the local municipality's arterial streets and residential streets. Leaders in key agencies responsible for managing the traffic in and around the City of San Antonio have worked together to reduce the impact of incidents on responder safety, the motoring public and air quality. Their efforts, underway for several years, have improved the management of traffic incidents. Local leaders recognized that a review and subsequent recommendations could help them improve operations even more than already accomplished.

The purpose of this study is to provide the framework and local requirements needed to implement an Incident Management System (Freeway Management System) that involves detection, response and clearance of freeway incidents to minimize the disruption caused by an accident. The study was accomplished by conducting a review of current practices, interviewing experienced transportation and emergency response personnel, documenting the findings, and summarizing the current status of incident management services. Incident management procedures were compared with other programs around the nation and in other nations to determine what elements of other programs would work well in the San Antonio region.

Currently, each agency has incident management policies and procedures and

together work well in detecting, responding to, investigating and clearing incidents. However, there is no documented, formal coordinated incident management plan for San Antonio.

As the traffic in the San Antonio area becomes heavier and additional roadways are constructed, the focus on incident management becomes more important. The primary goal during any traffic incident is public safety. Good institutional relationships and knowledge of the available resources and implemented policies are critical to handling a traffic situation safely and efficiently.

This document serves as that formal plan identifying roles and responsibilities, as well as actions to take when responding to incidents.

1.1 Foreword

San Antonio has taken an aggressive approach to reducing the impacts of incidents on the San Antonio motoring public. All responders recognize the impacts of a reduced capacity has on the freeway network caused by incidents. Clearing incidents faster and opening the roadway sooner will reduce the congestion created by the incident. Reducing the congestion level and the time needed to dissipate that congestion, improves the traffic flow of the roadway network and improves the safety of the responders and motorists by reducing the probability of secondary incidents. Reducing delay caused by the congestion

will also reduce the air quality impacts to the San Antonio region. Coordinated incident management is a tool to achieve and maintain air quality standards. Responders, including police, fire, emergency medical services and TxDOT maintenance, as well as the private sector, including the towing services and trucking associations, recognize the safety, economic, and quality of life impacts of freeway blockages.

The TransGuide System, recognized as one of the very best traffic management systems by international transportation professionals, has supported good incident management on the San Antonio urban interstate highway system. The center has expanded responsibilities and added systems to become a highly effective tool for providing timely motorist information facilitating the removal of traffic accidents and re-establishing the traffic flow in the San Antonio Metropolitan Area.

With TransGuide as the cornerstone, all have worked together to detect, respond to, investigate, and clear the incident as quickly as possible, while maintaining the safety and security of the responders and motorists affected by the incidents.

The following were instrumental in achieving the goals and objectives of coordinated San Antonio incident management. They are the members of the San Antonio Incident Management Oversight Committee.

- ◆ John Friebele
City of San Antonio Public Works
- ◆ Pat Irwin
Texas Dept. of Transportation

- ◆ Tom Polonis
San Antonio Police Dept.
- ◆ Ismael Garza
City of San Antonio Public Works
- ◆ Jeanne Geiger
SA-BC MPO
- ◆ Rick Gomez
SA-BC MPO
- ◆ Richard Higby
Bexar County Public Works
- ◆ Carl Mixon
Bexar County Fire Marshall
- ◆ Michael Ledesma
VIA
- ◆ Charles Skinner
Bexar County Sheriffs Dept.
- ◆ Chuck O'Dell
San Antonio Police Dept.

1.2 Purpose

San Antonio incident management and transportation operations staff have recognized the importance of working together as a team to collectively solve San Antonio's congestion problems. One element of reducing congestion is minimizing the effects caused by incidents, planned or un-planned.

San Antonio has, to date, initiated and adopted many of the strategies presented at past San Antonio Incident Management Workshops. In fact, TxDOT San Antonio operations staff has estimated that incident clearance times have been reduced by 40% after adoption of coordinated incident management practices. These new

procedures, while effectively implemented, are not formally documented. This plan formally documents these practices and provides recommendations.

This formal incident management plan will serve as the foundation to ensure the knowledge and relationships developed by the current incident management team are transferred and continued to the next generation of responders and that the goals and objectives of detecting, responding to, investigating and clearing incidents quickly and safely are maintained.

The San Antonio region has adopted many incident management strategies and methods that have resulted in significantly reducing incident detection, response, investigation and clearance. However, formal documentation of these coordinated strategies and methods are not available. In order to capture these procedures, the following steps were taken to formally document San Antonio's coordinated incident management policies and procedures.

To properly lay the foundation for San Antonio's coordinated incident management policies and procedures, the San Antonio Incident Management team researched and documented where San Antonio is today regarding coordinated incident management. The San Antonio area incident management senior staff, through the San Antonio/Bexar County Metropolitan Planning Organization, contracted with PB Farradyne to document San Antonio's coordinated incident management efforts. The team assembled to develop this plan has worked with urban regions throughout the United States and other countries. They have conducted similar projects or conducted training over 100 times in 40 states and 3 other nations. Each of those projects became opportunities to gather facts about programs and collect supporting documentation for incident management activities. The PB Farradyne team of PB Farradyne, Klotz Associates, Inc. and Ximenes & Associates, Inc. developed this San Antonio Incident Management Plan document under the following scope of work tasks:

2.1 Task 1- Project Kickoff/ Task 2-Research and Background

- ◆ Met with San Antonio Incident Management Oversight Committee
- ◆ Facilitated expanded stakeholder workshop
- ◆ Documented the results of past San Antonio Incident Management Workshops
- ◆ Identified additional San Antonio area incident management stakeholders
- ◆ Determined incident management resources available
- ◆ And developed a summary report containing all of the above

The research and background effort was initiated with the project kickoff held April 5, 2001 in San Antonio at the VIA Metro Center. The purpose of the kickoff was to allow the San Antonio Incident Management Oversight Committee to provide input into the plan development and to meet all stakeholders, both public and private, in a workshop format to solicit comments, insights and "buy-in" from all stakeholders with an interest in incident management in San Antonio.

The results of the research and background task are thoroughly documented in the *San Antonio Past and Current Incident Management Procedures and Policies* document. This document also provides a comprehensive list of San Antonio incident management stakeholder agencies and

includes agency contact persons; addresses and telephone numbers involved in the incident management plan process for the San Antonio region.

San Antonio past and current incident management procedures and policies are summarized in Section 3 of this document. The full *San Antonio Past and Current Incident Management Procedures and Policies* document is included in this document and is found in the appendix.

2.2 Task 3- Incident Management Plan Development

- ◆ Develop a functional incident management plan framework
- ◆ Identify and develop recommendations for overcoming agency institutional issues
- ◆ Identify and develop recommendations for implementing the incident management plan
- ◆ Determine capital and operational costs, including personnel, equipment, training and other associated costs required to maintain an effective incident management program.

This effort culminated in the San Antonio Incident Management Plan outline and draft San Antonio Incident Management Plan document. An overview was presented to the San Antonio Incident Management Oversight Committee on March 8, 2002 to receive their input on the recommendations.

Results from that meeting and other comments from the committee members are reflected in this final San Antonio Incident Management Plan document.

2.3 Task 4- Final Incident Management Report

- ◆ Prepare a report documenting previous task development
- ◆ Present the report to the San Antonio Incident Management Plan Oversight Committee

The final document incorporated all comments from the San Antonio Incident Management Oversight Committee and was formally presented to this committee.

CURRENT INCIDENT MANAGEMENT POLICIES AND PROCEDURES

San Antonio area incident management coordinators and responders over the past several years have developed policies and procedures to support coordinated incident management. This section summarizes current San Antonio incident management policies and procedures. A detailed narrative of San Antonio's past and current incident management policies and procedures can be found in the *San Antonio – Past and Current Incident Management Procedures and Policies* document. This document is an appendix to this plan.

As a preliminary step to preparing a formal Incident Management Plan for San Antonio, research was done on the existing procedures and practices crucial to the preparation of a formal plan.

The concepts and ideas of the San Antonio Incident Management Policies and Procedures were developed at the various San Antonio Incident Management Workshops. The initial workshops were held in October 2000. Additional workshops and meetings were held between April 2001 and June 2001. The people involved in incident management were surveyed on what personnel, equipment and training is currently in place and what is needed for the future. The needs of other groups such as the public transit, coroners, traffic media, trucking organizations, and roadway contractors were also considered.

Various agencies and their staff are available to clear the specific incident and restore the

traffic to its normal flow. Certain agencies have agreements with each other to coordinate their incident management efforts, and some documented procedures exist to define the steps to be taken after an incident occurs. The agencies, agreements, and procedures are all defined in the *San Antonio – Past and Current Incident Management Procedures and Policies* document.

TransGuide is the San Antonio Region's traffic management center and the central point of coordination for managing incidents in the region. TransGuide collects information about traffic conditions with the use of cameras, vehicle detection systems and fiber optics. Information about traffic conditions such as accidents, congestion and construction is then provided to motorists with the message signs on the highways, the Internet, and by television. Traffic information is also disseminated to the partners of TransGuide including TxDOT, the City of San Antonio (police/fire/EMS/traffic), and VIA so they can respond to accidents and emergencies. Good incident management depends on the communication and cooperation of all the responding agencies.

Current incident management practices vary from agency to agency. Typically, a documented procedure is not available, but certain actions are taken by each agency during various types of incidents. The San Antonio Police Department, the Fire Department, 911 Services, San Antonio

District TxDOT, San Antonio Public Works, and the TxDOT Courtesy Patrol all respond to highway incidents and have departmental procedures to handle a traffic incident or a hazardous material spill. These procedures for each agency were assimilated and documented.

Two documented plans exist for the procedure to handle a hazardous material spill – the San Antonio Emergency Management Book: Hazardous Material Spills and the State of Texas Oil and Hazardous Substances Spill Contingency Plan. The San Antonio Emergency Management Book: Hazardous Material Spills is a field document that provides the City personnel with guidelines to minimize hazards caused by accidents involving the uncontrolled release or spill of hazardous materials. The State of Texas Oil and Hazardous Substances Spill Contingency Plan is a reference document that provides general guidance for a response to oil and hazardous substance spills and notification procedures to report spills to state and federal agencies.

The inter-agency agreements between responding agencies were also evaluated as a resource for incident management. The City of San Antonio has an agreement with Texas Towing to accommodate their towing needs at traffic accidents and stalls. Texas Towing has an agreement with ARS, an environmental firm, to handle all spills on the City streets. ARS is responsible for HazMat Emergency Response clean up and

disposal. The TNRCC has an agreement with TxDOT for the containment, cleanup, and mitigation of spills or discharges of oil or other hazardous substances.

An effective incident management plan is only as good as the resources available to coordinate and respond to the incident. A list of stakeholders, or groups and agencies that would be affected by a formal Incident Management Plan, was compiled to use for invitations to workshops and informative meetings and for distribution of the future plan. The purpose of this was so the input and comments of all the involved entities could be incorporated into the proposed plan.

A survey was sent out to the stakeholders to help identify the current, future budgeted and future non-programmed incident management response resources for the various agencies. Each agency was asked to describe their resources including their equipment, personnel, training, and current incident management policies and procedures. Eleven agencies responded to the survey, and a summary of the results can be found in the *San Antonio – Past and Current Incident Management Procedures and Policies* document.

Stakeholder interviews were held to obtain and/or verify their role in incident management. The stakeholder interviews were a combination of meetings and workshops that each stakeholder was invited to attend. The comments and concerns of

the stakeholders were recorded, and these responses will be used to create a formal incident management plan that will address the needs of each agency involved in incident management. Some topics that were discussed in detail were communication between agencies, investigations at crashes with fatalities, and debris removal. All of the agencies agreed that the safety of the responders and the motorists is the primary focus, and the secondary focus will be on mobility.

San Antonio has been experiencing improved response times recently to traffic incidents, but a formal plan to identify roles and responsibilities, as well as actions to take in specific incidents, is necessary. This plan will eliminate any questions about what should be done or who should be doing it and will improve coordinated incident management in the San Antonio Region.

SUMMARY OF ISSUES

The consultant team met with the San Antonio Incident Management Oversight Committee and other San Antonio incident management stakeholders on numerous occasions beginning with the initial incident management workshop in October 2000. The issues voiced by the stakeholders are typical of many urban areas initiating coordinated incident management.

Since the initial October 2000 incident management workshop, the San Antonio area incident management coordinators and responders have initiated several concepts discussed in the workshops. However, to maintain the high level of response, the agencies must continually address issues that could disrupt the gains made.

The table (page 10-11) lists the major issues identified by the San Antonio incident management stakeholders as items affecting the continued success of coordinated incident management in San Antonio. Under each major issue are several sub-issues. These sub-issues clarify the stakeholders specific concerns about the major issues.

SUMMARY OF ISSUES

San Antonio Incident Management Plan Stakeholder Issues Summary

1. Responder Safety

- A. Public and Emergency vehicles are ignored by motorists
- B. Secondary crash prevention should be emphasized to all responders
- C. Aggressive drivers are a danger to all responders
- D. Clearance times can be improved
- E. Cellular telephones are a major distraction
- F. Responder safety must be improved on freeways
- G. Motorists "Rubbernecking" causes congestion and danger to responders
- H. Police sometimes leave towers at crash scenes without traffic control
- I. Crowd control at major crashes can be a problem

2. Site Management

- A. Tasks at crash sites are not done concurrently
- B. Vehicle positioning at incidents can be improved through multi-agency training
- C. Operating methods for freeways are different from other roadways
- D. Quick clearance is not always practiced
- E. Fatality crash investigations take too long
- F. First responders must know how to handle initial issues at incidents
- G. Alternate routes needed for major incidents
- H. Reports are too important and finishing them are more important than opening lanes
- I. Patrol officer should be more aggressive about moving crash vehicles out of the roadway
- J. On-site coordination needs improvement
- K. Back up units should be assigned duties by the Incident Commander

3. Communications

- A. Communications is a problem between agencies
- B. The towers need better details to make sure they bring the right equipment (see Item 8 Towing and Recovery)
- C. Motorists information is good and is important

4. Incident Command Structure

- A. "Who is in charge of what" is an issue on major crashes

5. Equipment

- A. Police push bumpers are poorly constructed
- B. Call outs for secondary responders are often delayed

6. Training

- A. Hazardous Materials and Incident Command training is needed for all responders
- B. Cross training for traffic control is needed
- C. Liability training is needed for all responders
- D. Understanding the priorities of other agencies training is needed
- E. Heavy truck crashes are a challenge for traffic control and clean up

7. Construction Incident Management

- A. Construction zone incidents are a special challenge due to lack of shoulders
- B. Traffic signal coordination can help when roads are restricted by incidents or construction
- C. Police working off duty in construction need a policy for safe operation

8. Towing and Recovery

- A. Provide Recovery Training and Certification
- B. Implement Heavy-Duty Wrecker Program
- C. Expand Traffic Control Agreement
- D. Implement an Expedient Salvaging Loads Policy

9. Investigative Related Technologies and Traffic Management

- A. Conduct Training to Reduce Size and Length of Closures
- B. Implement Peer-to-Peer Program to Share Best Practices
- C. Form Teams for Felony and Fatal Collisions
- D. Seek and Use Better Investigative Technology and Procedures

10. Form Regional Incident Management Teams

- A. More active participation from agencies currently not active
- B. Include the smaller cities IM agencies

11. Alternate Routes

- A. Familiarize all response agencies with alternate route plans
- B. Develop/Distribute alternate route map
- C. Implement a traffic signal timing plan for incident management

12. Traveler Information

- A. Develop Partnerships with Private sector
- B. Expand DMS, vehicle detection systems

13. Hazardous Materials

- A. Inform HazMat carriers of HazMat rules and regulations
- B. Train responders in HazMat incidents and cleanup (See Training section)

14. Patient Care and Transport

- A. LifeLink

15. Staffing

- A. Ability to share resources among agencies

16. Service Patrols

- A. Expand service patrols

17. Miscellaneous

- A. Abrasives used for icy roads are causing a large number of broken windshields
- B. Animal removal procedures need improvement
- C. Maintenance should avoid peak periods
- D. Truck tires on the roadway cause hazards and distractions
- E. The ice plan should be reviewed every year and new employees made aware of it

RECOMMENDATIONS

San Antonio currently delivers excellent incident management services from all agencies. The recommendations in this report reflect that excellent performance and are designed to **Sustain** existing successes and **Enhance** the overall incident management program. The San Antonio Incident Management Oversight Committee members are aware of the level of effort that has gone into the development of this program. Other cities have enjoyed similar success but have not been able to maintain a high level of performance.

The recommendations are broken down into three categories; **Response, Site Management** and **Clearance**. These three categories identify the major areas of incident management process. Each item identified in Section 4, the Summary of Issues, is considered in the final recommendations. However, because each issue resonates among every element of the

incident management process, the recommendations section does not map, one-for-one, with the summary of issues table. For example, motorist information, communications, incident command and training cover every aspect of response, site management and clearance. The recommendations are grouped in the areas most likely to have the greatest impact on sustaining and enhancing San Antonio's incident management structure.

San Antonio currently is one of the absolute best incident management programs in the nation, if not the world. The sustainment recommendations are designed to keep the performance level from slipping and the new recommendations will allow the program to achieve an even higher level of performance. Below is a listing of all of the recommendations, followed by a detailed explanation of each.

Response Recommendations

- 1 *Document procedures in each agency's policies.*
- 2 *Document current performance objectives for each agency.*
- 3 *Document response and clearance times for periodic review.*
- 4 *Conduct after action reviews of all major incidents or when responders are injured or their vehicles struck at incident sites.*
- 5 *Conduct periodic training for response personnel.*
- 6 *Conduct training for entry-level response personnel.*
- 7 *Develop a "Train the Trainer" program for local multi-agency incident management training.*
- 8 *Design and complete a multi-agency incident management training tape.*

Site Management Recommendations

- 9 *Conduct regular training for supervisors in each response agency on Site Management and Unified Incident Command Procedures.*
- 10 *Maintain records of investigative response times, and clearance times.*
- 11 *Balance training for investigators between investigative tasks and the need to consider the overall impact of their investigations.*
- 12 *Each agency should maintain an active role in the incident management coordination group.*
- 13 *Continue to review all major incidents to commend good work and identify training opportunities.*
- 14 *Alternate route development and documentation should be expanded.*
- 15 *Update equipment and training for the TxDOT Service Patrol.*
- 16 *Continue expansion of the “TransGuide” system as the region continues to grow.*
- 17 *Develop laminated checklists for incident management activities to help responders and support staff determine the right resources and where to find them.*
- 18 *Develop an incident management Yellow Pages for managers and communications centers.*
- 19 *Develop a comprehensive interagency agreement addressing key issues pertaining to multi-agency management of traffic incidents.*
- 20 *Develop a multi-agency class to inform all responders and transportation officials of the latest changes in Chapter 6 of the MUTCD.*
- 21 *Develop a multi-agency frequency for use by key response agencies to communicate directly between responders by radio.*
- 22 *Develop a standard definition of the levels of incidents for all agencies to adopt.*
- 23 *Develop performance standards for each response agency and collective goals and objectives.*
- 24 *Establish an incident management coordinator position in TxDOT to facilitate the implementation of the San Antonio Incident Management plan.*

Clearance Recommendations

- 25 *Place traffic investigators under the police traffic division.*
- 26 *Provide dedicated investigators for fatal or felony traffic crashes in the traffic division.*
- 27 *Develop a traffic investigation management class for all crash investigators and uniformed supervisors.*
- 28 *Explore the use of new technology to complete investigations quicker.*
- 29 *Use police helicopters to provide aerial photography for crash investigations.*
- 30 *Institute an immediate call for tows for all blocking incidents.*
- 31 *Expand the coverage areas for service patrols for removal of blocking disabled vehicles and debris.*
- 32 *Institute and maintain a policy for quick clearance of fuel spills from the traveled portion of the roadway.*

5.1 Response Recommendations

Response recommendations are contained in this section and are drawn from the narratives outlining the concerns of the committee and stakeholder members. The highest priority is the safety of the response personnel and motorists affected by previous incidents. San Antonio does an excellent job overall in this area and the majority of the recommendations are focused on maintaining that level of performance.

Responder and Motorist Safety are interrelated with virtually all the tasks at incident scenes. Response and DOT maintenance vehicles are often struck while on the shoulder or in the lanes at incidents. Responders often park their vehicles taking more lanes than necessary to provide a larger safe zone in which responders to

work. Backed up traffic moving past an incident at low speeds is a safer environment than being next to high-speed traffic. Balancing the need to prevent secondary crashes with the safety of the responders is a significant challenge. These recommendations are based on experiences in other cities and regions. Incident management programs in large numbers have been implemented around the nation since the late 1980's. The following responder safety activities are recommended to maintain and enhance San Antonio's incident management program.

1. Document procedures in each agency's policies.

Early successes have been documented and publicized. Long-term success, however, have seldom been documented and programs have failed to maintain high

performance levels. Policies and procedures have often been unwritten and not formally implemented in agencies. When key personnel move on, performance has deteriorated until much of the work accomplished to correct the original incident management problems is no longer impacting how business is done.

2. Document current performance objectives for each agency.

Evaluation and subsequent performance objectives will insure that progress already achieved will continue into the future and consistent performance will be maintained. The cost for these recommendations can be incorporated in existing budgets as each agency does have some type of performance standards already in place. A second option is contract the work out to develop the policies, procedures and performance standards for each of the key agencies to ensure they are compatible and consistent. The cost estimate for that type of project is between \$50,000 and \$75,000.

3. Document response and clearance times for periodic review.

Documenting response and clearance times can also be of benefit for budgeting and staffing. As the San Antonio area grows, and traffic increases, response times and clearance times can be indicators of lack of resources. Establishing baseline performance now when agencies are actively involved in delivering quality services will allow future leaders to seek

budget and staff support when performance is impacted by increased closure times and increased calls for service. The cost of these recommendations is minimal as each agency already maintains policy manuals and has some form of performance objectives.

4. Conduct after action reviews of all major incidents or when responders are injured or their vehicles are struck at incident sites.

After-action reviews can be a very good method to determine what is needed to improve responder safety or performance at large incidents. After-action reviews are already being used by the incident management task force and should continue. This is another area of minimal cost and is within the scope of normal duties.

5. Conduct periodic training for response personnel.

6. Conduct training for entry-level response personnel.

7. Develop a “Train the Trainer” program for local multi-agency incident management training.

Current methods of light use, deployment of response vehicles, scene traffic control, visibility of responders, and removal of blocking vehicles, are all being scrutinized to determine if there are better and safer methods. A 1997 report summarized by

Mort Downey, U.S. DOT, indicated there were 10,000 police vehicles, 2,000 fire vehicles and 3,000 other response vehicles (tows, ambulances, service patrols, DOT etc.) involved in crashes either going to or at crash scenes. Another report by the International Association of Chiefs of Police (IACP), indicated 8,000 police officers were injured in car crashes in the same year. In 2000, U.S. DOT estimated that over 19,000 response vehicles were involved in crashes at or going to incident scenes.

A 2000 summary of officers killed in the United States indicated over half were killed in traffic crashes with only one-third by violent suspects.

Fire, transportation, and towing employees are also victims of careless motorists at incident locations. They have to accomplish their duties with a constant regard for traffic and their personal safety. Injuries and deaths have occurred in these professions at incidents throughout Texas and in San Antonio.

First responders immediately seek a means to make the scene safe for themselves and other responders. They use emergency lights, traffic control devices, flares, and vehicles to help keep them safe, especially in the initial stages. Blocking extra portions of the roadway while they get the scene under control is a routine and recommended method of reducing the danger to the responders and the motorists. What often occurs is that the extra roadway is kept

closed for the duration of the incident instead of making adjustments once the location has been made safer as more resources arrive.

Training videos produced by the Phoenix and Hampton Roads Fire Departments, point out several of the issues related to responder safety. These videos refer to studies that indicate the positioning of vehicles, use of emergency lights, and site management all are factors in improving responder safety. There is, however, a lack of good training materials for improving responder safety for all the agencies that respond to roadway incidents.

Responder Safety was the primary focus of training conducted in late 2000 for over 200 response personnel in the San Antonio area. After that training, the traffic operations center staff estimated incident clearance improved by over 40%. Responders also indicated they are safer and using a more coordinated approach at incident scenes.

Crashes that occur as the result of previous incidents result in deaths and injuries on a frequent basis. These collisions often occur before responders have reached the scene or before they have had time to make the scene safe. The occurrence of these tragedies is entirely unpredictable. However, they increase in severity and number on high-speed, heavily traveled roadways. Secondary crashes are often far more severe than the original incident that created the traffic back-up.

A recent study by the Missouri Department of Transportation in the St. Louis area, found that 28% of the collisions in a two-city area on Interstate 270 were secondary to other incidents. According to the Federal Highway Administration, (FHWA,) a similar study in Minnesota indicated that 13% of their collisions were secondary. The significant difference in these studies may be associated with the volume of traffic, roadway design, average speeds, methods used for response, motorist information, response times and overall incident duration.

Aggressive drivers are not the only motorists that concern responders. The “D” drivers, (Drunk, Drowsy, Drugged, Distracted, or Deliberate) are a major danger at incident scenes. A drowsy motorist who runs over cones and creates havoc in an incident scene can certainly be viewed as an aggressive driver by the responders.

San Antonio Police have implemented a successful aggressive driver apprehension program to identify and correct the driving habits of the worst drivers. That program coupled with the use of methods provided in the training programs for incident management, can reduce the danger level for responders and motorists, and will also reduce the number of incidents. A similar program in South Dallas has resulted in nearly 25% less medical calls for service from that area’s fire departments.

Taping incidents from TransGuide can also be an excellent tool for training. Policies around the nation allow agencies to

videotape incidents either for training purposes or at the request of the police department. Tapes are provided to the police agency to maintain custody consistent with evidence rules. This relieves the traffic management staff of that process.

Training to improve safety and performance for responders to traffic incidents must be continuous. Currently, very little formal training is focused on the hazards and proper methods of handling incidents on major roadways. Entry-level training for all responders lacks training about the hazards of freeway or major arterial response. A large number of the concerns stakeholders have are covered very well in multi-agency and individual agency incident response training. By making this training a formal part of refresher and entry-level courses, the current performance and safety level being demonstrated by San Antonio responders will be retained.

The cost of developing and delivering training for responders can range from a few thousand dollars to over \$100,000. The consulting team recommends developing in-house training as part of each organization’s existing programs. This will keep the cost at a very reasonable amount. A “Train the Trainer” program is being developed for other regions and could be imported to San Antonio greatly reducing the course development cost. This training program should be available in approximately 9 months. Adopting this program and training local instructors would cost less than \$30,000 total.

8. Design and complete a multi-agency incident management training tape.

A video for training within the agencies can be a very effective tool, especially if it is developed and filmed in the local area with the agencies being trained. There are other efforts underway to accomplish this in Maryland and Arizona, and scripts for those productions could be adapted to the San Antonio program. By using local agencies and their capabilities, a 20 to 25 minute video, suitable for television viewing, could be completed for an estimated \$25,000 to \$40,000.

5.2 Site Management Recommendations

During the workshops and stakeholder interviews, several concerns and suggestions were documented pertaining to how the actual incident site is managed. The coordination of resources and performance of tasks is sometimes complicated by the lack of a good collective effort.

Site management is often ad hoc and not coordinated by the supervisory personnel or senior responders. Tasks are performed in a sequential manner that takes longer to complete than performance of several tasks at once, or performance of high priority tasks first that allow restoration of normal traffic. This process is not unusual and is often based on each agency waiting for the other

to finish their part. Typically, patient transport waits for fire EMS to extract and triage the injured, police wait for patient transport to load and clear before beginning their investigation, towing waits for police to investigate, and traffic waits for all to clear.

Efforts to implement a coordinated process for managing these incidents in San Antonio has resulted in improved site management practices. The process of agencies working together and understanding each other's missions, goals and objectives has improved site management. Additional efforts to institutionalize the positive changes are underway to increase the likelihood the improvements will be sustained. All responders can perform at least part of their tasks at the same time as the others.

The following Site Management activities are recommended to maintain and enhance San Antonio's incident management program.

9. Conduct regular training for supervisors in each response agency on Site Management and Unified Incident Command Procedures.

Incident Command Systems, (ICS) training has been conducted for several years for fire and police departments. It is based on the command structure used in the Marine Corps and Army. ICS provides a flexible structure that can be adapted to all sizes of incidents. Under this system, there is only one incident commander. It is difficult to apply this process with a strict interpretation

to multi-agency participation at roadway incidents.

Unified command takes a slightly different approach. Each agency that responds has an incident commander. They work as a team to manage the incident. The agency with the primary responsibility has the overall incident command responsibility. The other responders provide support during each phase. One agency may conclude their portion of the incident and relinquish command to the agency with the next primary responsibility. How to operate within a unified command is confusing to some and all responders should be trained in this process.

This training is available from emergency management agencies and fire department training divisions. The incident response committee should review the content of the courses available to ensure they can be applied successfully to roadway incidents. As part of the “Homeland Defense Program,” this training could be federally funded for all emergency agencies in the near future. Transportation and towing agencies should seek approval to participate.

10. *Maintain records of investigative response times, and clearance times.*

A method of collecting and maintaining records of investigative response times and clearance times should be standardized so any investigative response agency can collect the data and evaluate response and clearance times. TransGuide and some of

the police agencies, including SAPD, maintains records. However, each measures effectiveness differently.

These records are required if the program will ever be able to establish meaningful performance standards. Cost associated to develop standard records maintenance is minimal.

11. *Balance training for investigators between investigative tasks and the need to consider the overall impact of their investigations.*

Managing investigations on busy roadways is a challenge to even the most experienced police supervisors and commanders. The scale of an incident on a congested roadway far exceeds crime scenes in homes or businesses and requires the key personnel to have a true understanding and working knowledge of the “big picture”. This is also true of first responders that are not experienced at working on high-speed freeways or major arterials.

Investigations of fatality or criminal traffic crashes on major roadways and the time required to complete them is a significant issue throughout the nation. Areas with high levels of congestion or multiple lane freeways are subject to near gridlock when roadways are closed for investigations. The investigators have a primary mission to gather and document all evidence from these potential crime scenes. They have significant time invested in attending training and receiving levels of certification for

investigative procedures. Unfortunately, all the training and certification seldom includes training on the management of the overall process to keep traffic moving, properly diverted, or safe from secondary crashes.

Arizona is one place where each of the fatal investigators that work on freeways were trained to manage the process better while still completing quality investigations. They have reduced the average time required by approximately two hours since that training.

Another element of reducing investigation time during large incidents is to institute a dedicated investigation team(s) whose purpose is to respond to all fatal and felony incidents. The cost of providing a dedicated investigation team is approximately \$100,000 per year for each full-time investigator.

12. *Each agency should maintain an active role in the incident management coordination group.*

The San Antonio incident management program is successful today due to the leadership and involvement of the key agencies in this process. Other cities have been successful and have had key personnel leave the committee that eventually stopped being effective. By documenting and keeping this valuable program healthy, incident management services will remain healthy. This recommendation should be part of existing staff duties. Therefore, cost to implement this recommendation is minimal.

13. *Continue to review all major incidents to commend good work and identify training opportunities*

The traffic management team (TMT) should be used as the forum to review actions taken at serious incidents. The team should be expanded to include active participation of the smaller city responders.

14. *Alternate route development and documentation should be expanded.*

Site management includes the process of managing traffic diverted due to the incident, and managing traffic upstream from the incident to reduce or prevent secondary crashes. Traffic management through the scene in a safe manner is also the duty of the responders and can be a significant factor in responder and motorist safety.

Alternate route planning and implementation is an integral part of managing major incidents. Often, motorists are left on their own to find alternate routes. Alternate route plans in several cities provide a single route that cannot absorb the traffic from major roadways. The only time it will work is when traffic volumes are very low such as late night hours.

One corridor has been developed as an alternate route through San Antonio and several more are needed. Multiple routes and notification further away from the closures can also assist with dispersion of the traffic and prevention of secondary crashes.

Alternate route planning requires substantial work from traffic engineering and police agencies. Devising a plan with multiple routes to absorb the traffic will require substantial research and planning. A complete plan of the main San Antonio area would cost between \$85,000 and \$125,000.

15. Update equipment and training for the TxDOT service patrol.

One of the most effective incident management tools nationwide is the use of service patrols. These professional responders assist disabled motorists, remove debris, provide traffic control, and support other response agencies by helping them maintain a safe working environment during incidents. The San Antonio service patrol program has been successful even with fluctuation in funding and staffing issues.

The service patrol programs in other cities have developed specialized equipment that can be of a safety and operating benefit for other response agencies. Nationally, an effort was undertaken to identify what equipment, including types of vehicles, are best designed for this type of work. A review of the program in San Antonio and a comparison to other programs is recommended to determine if there are updates needed.

Cost for purchasing additional service patrol vehicles fully equipped would be between \$50,000 and \$65,000 per vehicle.

16. Continue expansion of the “TransGuide” system as the region continues to grow.

San Antonio has one of the best Traffic Operations Center (TOC) operations in the nation and is a big factor in good site management. By implementing the Freeway Management System (FMS) within 2 minutes of the incident occurring, motorists get better information and responders are safer because lane control devices, variable message signs, and motorist information broadcasts are nearly always implemented before the first responders arrive. The growth in the San Antonio area will continue and roadways will be more congested. The TOC capability must keep up with the growth and be expanded to other areas as part of the overall transportation management process.

The cost for a full build out of the San Antonio ITS would be spread over numerous years due to agency’s limited funding stream. Exact cost is dependent on the size of the ultimate system.

17. Develop laminated checklists for incident management activities to help responders and support staff determine the right resources and where to find them.

Checklists to aid responders in critical activities at the scene and the order in which they can be done can be part of the instructions and handouts for new responders or seasoned responders

returning to field assignments. The checklists have been used in numerous other jurisdictions with good results. They are especially effective for major incidents that don't occur frequently.

There are several examples of these laminated documents for responders available in other cities. Some are simply lists of who to contact for certain types of incidents. Others, such as a new one in Kentucky, contain instructions on proper handling of incidents, alternate route maps, and other useful information for supervisors and responders alike. Estimated cost separate from the following recommendation would be between \$10,000 and \$40,000.

18. *Develop an incident management Yellow Pages for managers and communication centers.*

A second related tool for incident management is expanding the Checklists for managers and communications centers into an incident management "Yellow Pages". These documents are more in depth, they contain all response agency boundaries such as fire districts, maps depicting secondary routes, lists of equipment and the locations, and contact information for all secondary responders. These documents are especially helpful when major incidents occur.

A very good example of this type of document exists in Southern Florida for Broward County. Early work completed on

this project will provide the framework for that document. Cost for this product along with the laminated checklists should range between \$40,000 and \$60,000 based on the number of jurisdictions and area covered.

19. *Develop a comprehensive inter-agency agreement addressing key issues pertaining to multi-agency management of traffic incidents.*

Interagency agreements have become a valid tool in multi-agency incident response programs. They are the culmination of working toward mutually acceptable performance standards and policies. The significant advantages of these agreements include establishing a long term written record, use as a training tool, and setting consistent performance standards.

Cost for developing interagency agreement(s) is minimal. Existing agency staff should be used to initiate and develop the necessary interagency agreements. Several example interagency agreements from other areas of the United States are available to be used as foundations for San Antonio interagency agreements.

20. *Develop a multi-agency class to inform all responders and transportation officials of the latest changes in Chapter 6 of the Manual on Uniform Traffic Control Devices (MUTCD).*

State transportation agencies have implemented incident response programs to

provide additional traffic control for long-term incidents with mixed results. The more aggressive programs have personnel assigned take-home vehicles that respond 24 hours a day, 7 days a week. Other programs rely on on-call personnel to drive to a location and pick up vehicles and equipment. Local transportation agencies that have not usually responded to major incidents may now be required to assist emergency agencies with traffic control for incidents that will last for over one hour, regardless of what time of day they occur.

The latest addition of the MUTCD has changed the classification of incidents to “temporary work zones.” This upgrade from previous additions will increase the need for better traffic control at long-term incident sites. Providing minimal emergency traffic control with emergency lights and flares or a few cones will not be adequate for incidents that block one or more lanes for extended periods; usually one or more hours. This change will place the burden on transportation agencies to respond and set up temporary work zone compatible traffic control.

TxDOT, Bexar County and San Antonio each have a challenge in delivering after hours traffic management services for extensive closures, especially in light of the MUTCD changes. A collective effort to share resources and response requirements similar to the Maricopa County program in Arizona, could be effective in the San Antonio region.

21. *Develop a multi-agency frequency for use by key response agencies to communicate directly between responders by radio.*

Communication is always a problem when multi-agency response requires coordination. Lack of common radio frequencies is often cited as one of the main problems. San Antonio Police do communicate with TransGuide and service patrols. However, they cannot talk directly to fire responders by radio. Towing companies also are concerned they don’t always get a good description of the incident and don’t always know what equipment to send. Tow trucks should also be requested as soon as the first responder determines they are going to be needed.

Establishing a frequency would cost \$5,000 to \$7,000. This does not include the cost of purchasing new radios.

22. *Develop a standard definition of the levels of incidents for all agencies to adopt.*

This recommendation is based on the difficulty communicating details between agencies that respond to traffic incidents. Other regions have accomplished this and it streamlines decision making when the responders know the level of the incident. Levels usually start with the smallest, such as a disabled vehicle not blocking a lane as level 1, and up to a multiple car fatality or hazardous material spill as a level 4.

TransGuide has developed an incident level scheme. The incident management team in San Antonio can adopt this as the standard or determine how they want to define each level.

The San Antonio IM Oversight Committee can accomplish recommendations 22 and 23, if a full-time coordinator is hired.

Cost of developing a standard incident level scheme should be minimal if existing agency staff takes the lead in development.

23. Develop performance standards for each response agency and collective goals and objectives.

Site management performance standards are unusual because there are several agencies involved. One agency, such as fire, may have response time goals, and patient transport goals. Police may set time limits for tow response but not clearance times. All tasks performed as part of site management can be quantified and a range of standards developed. Flexibility must be built into the process to account for the wide range of differences in incident types and severities.

Most response and transportation agencies have a range of performance objectives that can be applied to incident management. Fire and police often measure response times to determine level of service and staffing levels. Transportation agencies usually measure traffic mobility and, in San Antonio, have performance measures for implementing

motorist information.

Rarely, however, is there a set of standards for clearance of incidents, completion of investigations, clean up of debris, or implementation of alternate routes. Arizona and Washington have identified and established performance measures for clearance of all types of incidents. They also measure the key times, such as how long lanes are closed, that allow them to determine if clearance is improving.

San Antonio has good working relationships between agencies and would be able to work together to set incident management standards. This also would be best accomplished by the incident management team.

24. Establish an incident management coordinator position in TxDOT to facilitate the implementation of the San Antonio Incident Management plan

Agencies that have assigned this responsibility as additional duties have often failed to get many issues resolved because the work is not the primary duty of the individual. Urban areas in Tennessee, Washington, and Virginia have determined the most efficient way to accomplish this task is to implement a coordinators position or “Champion” to get the project on track.

This coordinator could come from any of the major agencies such as police or fire, but generally they are in the primary transportation agency. That is standard

because the transportation agencies operate the traffic operations programs and are the recipient of traffic funding from federal agencies.

The coordinator is also responsible for coordinating the incident management teams scheduling and documenting all training, facilitating, after action reviews and developing policies or procedures.

Other regions and states have completed similar planning efforts and determined who has primary responsibility for implementing each recommendation. The entire process of full implementation may take up to 4 or 5 years. Positions of this type in Virginia, Washington, Utah and Tennessee range in salary from \$36,000 to \$80,000, depending on the qualifications and scope of duties.

5.3 Clearance Recommendations

Clearance issues include the normal duties of treatment and transport of the injured, towing and recovery, removal of debris, and environmental cleanup. For the purposes of this report, investigations of criminal traffic cases and other non-traffic issues that close roadways are covered in clearance.

Once again, this is a strong performance point for the San Antonio agencies. The TxDOT service patrols assist disabled motorists and help remove blocking vehicles or debris. They work closely with the San

Antonio Police traffic unit for all types of traffic incidents.

When larger incidents occur, the towing contractor for the city provides excellent service and highly professional personnel. Truck crash delays are kept at a minimum and ordinary vehicle crashes are handled professionally.

The San Antonio Fire Department has taken an active role in this process and is supportive of quick clearance procedures. Their primary concern is still, and always will be safety of their personnel while working in the roadway. Their hazardous materials specialists are supportive of quick cleanup of fuels and oils from crash vehicles by any responders from the travel lanes. On scene tasks for the crash specialists in Utah are nearly always completed in less than one hour. They respond quickly and only do the tasks required to open the roadway and then do the remaining tasks away from the roadway. Commercial truck crashes are also removed from the lanes before detailed equipment inspections take place.

25. Place traffic investigators under the police traffic division.

26. Provide dedicated investigators for fatal or felony traffic crashes in the traffic division.

27. Develop a traffic investigation management class for all crash investigators and uniformed supervisors.

Investigation of serious or criminal traffic cases is an area where the city could improve. Clearing crash cases from the roadways is not a priority of investigators who traditionally have been trained to be very thorough and concise in their work. The traditional training program does not include information on the dangers of long closures, liability associated with secondary crashes, and the danger to responders who may be injured while managing traffic during long closures.

Numerous jurisdictions throughout the United States have struggled with the proper place within the police agencies to assign the senior traffic investigators. They have also been challenged by how they get investigations done quicker without jeopardizing the quality of the investigation. Large police agencies including most states and cities like Seattle, have assigned the duties of fatality or criminal traffic investigations to detectives that are assigned to the traffic division and work for the traffic enforcement commander.

San Antonio's traffic division has an excellent safety record and is truly efficient at handling traffic incidents on the major roadways. When they are not available, the patrol personnel that respond may not be well trained or experienced and may handle incidents in a manner that endangers the

responders and delays clearance. Officers will do the best they can but often not be aware of techniques that can improve their safety and decrease the length of time required to clear the incidents.

Patrol personnel are also responding during the hours the freeway is most dangerous. Late night conditions on interstates usually consist of less volume at higher speeds with large numbers of commercial trucks mixed in with drowsy or intoxicated drivers. Officers are at greater risk during those hours than during congested commuter traffic. One San Antonio Police Officer who had suffered serious injuries when his patrol vehicle was struck late at night on the freeway, indicated he would have done things differently had he been trained better. A large number of the responders at the sessions agree that the freeways require a different set of guidelines and different training to maintain safety of motorists and responders.

The investigators responsible for fatalities and criminal traffic cases in San Antonio are not assigned to the traffic enforcement division. They are not under the direction of the uniformed supervisors or command personnel at the site. That can create a confusing incident command structure and lead to delays in completion of tasks due to difference in priorities. Investigators may not complete only the required tasks before the road is opened. They may complete all the required forms and other tasks while the road is still blocked or lanes closed. The uniformed supervisors on scene are unable

to affect that process, as they are not supervising the investigators.

The recently completed Winter Olympic Games in Salt Lake City, Utah demonstrated how good incident management programs enhance safety and mobility during major events. The techniques implemented during the games can all be maintained after the games and can also be implemented in other cities such as San Antonio. Key to their success was focusing on quick clearance as a top priority. A second key to the success was the command structure for traffic crashes.

A uniformed supervisor or command officer is in charge of the overall site and provides the facilitation necessary to make sure there is a consistent and balanced approach to completion of the investigative tasks and clearance of the entire incident. They have all attended training in unified command and a class for managing roadway incidents.

To achieve quick clearance for all major incidents required a collective effort by transportation, police, fire and the towing industry. Each task that could create delays was reviewed and the agencies devised methods to reduce the time required to achieve complete clearance. That process was also used in the training in San Antonio and nearly all incidents are now cleared safely and faster. The training program can be developed internally at minimal cost or by consultants for approximately \$15,000.

28. Explore the use of new technology to complete investigations quicker.

Another factor in the significant decrease in closure times for fatalities or critical crashes in Salt Lake City is the use of “Photogrammetry” for investigations. Photogrammetry is a technology that allows officers to take photographs of the scene and derive scale diagrams from them. This technology has dramatically reduced the time necessary to obtain needed measurements and has allowed reconstructors to obtain added measurements in order to properly reconstruct the incident.

Utah investigators used Accident Investigation Measurement Systems (AIMS) often referred to as “Total Stations” prior to the use of Photogrammetry. They have now discontinued the use of AIMS as they are reconstructing all crashes from the photographs. Total cost for a fully implemented program for San Antonio would be approximately \$30,000.

29. Use police helicopters to provide aerial photography for crash investigations.

One tool that can also make the process of reconstruction even more effective is aerial photography. Having photographs of the entire scene from the air can dramatically reduce the ground needs even beyond the speed attained by Utah investigators.

Photogrammetry can provide a scale diagram of an entire crash scene from as little as two photographs. Cost is normally absorbed within operating budgets, however, financial support from the transportation agencies may be needed if flight hours are limited due to budget. Cost would be approximately \$800.00 per hour and a maximum of 30 hours annually would support this concept. Total estimate would equal \$24,000.

30. *Institute an immediate call for tows for all blocking incidents.*

Another source of delay in clearing incidents can be late arrival of tow trucks. Tows are sometimes not called for several minutes after arrival of officers or other responders. When the tow is finally requested, the time required to call them and get them underway can also be added to the delay. The tow then has to maneuver through the backed up traffic to reach the scene. They must clean up the debris and then recover and secure the vehicle for towing. The contract can be modified and a “dry run” clause added. With contract towing, costs would be minimal especially if the traffic operations police staff looked at the crash on camera to determine the likelihood a tow would be needed.

31. *Expand the coverage areas for service patrols for removal of blocking disabled vehicles and debris.*

Service patrols are cited in the Federal Highways Incident Management Handbook as one of the most effective incident management tools. San Antonio service patrols do respond upon request outside their assigned areas, but are usually restricted to the urban freeway system. As growth continues in the San Antonio area, congestion, incidents, and delays will rapidly increase in the suburban areas surrounding the city.

Debris and blocking disabled vehicles contribute to a significant number of secondary crashes. Quick response and removal can reduce those secondary crashes.

Having the patrols remain in their assigned areas unless dispatched to these incidents will keep the cost at a minimum. The growth of the region will increase the number of responses and delays will increase for response as congestion increases. Staffing costs per unit would be commiserate with current police agency salary structures.

32. *Institute and maintain a policy for quick clearance of fuel spills from the traveled portion of the roadway.*

Fuel Spills became an issue in the incident management classes held in San Antonio and other cities. Representatives of the Texas Environmental Protection Agency were concerned that cleanup would not be conducted in a proper method and contamination would be allowed to seep into

soil or into the water table if improper methods were used for fuel spill removal. Stringent rules have been put in place to make sure cleanup is conducted properly.

The issue became how safety is affected for motorists and responders when closures are extended to wait for clean up contractors when other responders such as fire departments, towing companies or DOT service patrols could clean up the traveled portion of the roadway. Fuel spills need to be mitigated quickly to reduce damage to asphalt roadways and also to restore traffic to reduce secondary crashes. Secondary cleanup can then be conducted adjacent to roadways with safe flow of traffic restored.

Cost for policy development can be minimal if the steering committee leads this effort.

IMPLEMENTATION PROCESS

Incident management efforts of this type require a long-term commitment to implement recommendations. After final approval of the steering committee, a tracking system should be put in place and regularly scheduled meetings should be held by the steering committee to monitor progress.

The second part of successful programs is building a strong constituency for support of items requiring budget or policy changes. That process should begin with informational meetings with affected personnel and agencies to make sure they understand the reason for the recommendations and are supportive. Some may be controversial and may require a longer period for implementation or may require modification to be accepted by affected organizations. These tasks are required to achieve long-term improvement of the incident management program.

One danger in compromise is the negotiated result may not actually improve the program. If the recommendation becomes too vague or ineffective, implementation can do damage to the overall program. If recommendations are accepted and personnel told to implement them without proper resources or guidelines, they can also fail.

To support the committee, coordinate efforts for recommendations, build a support constituency, conduct or facilitate training and monitor the impact of the program,

requires substantial time. The recommendation to establish a full time incident management coordinator is one of the most important parts of this entire process.

If that position is approved, the individual can also coordinate the development of multi-agency grant applications. There is funding available from local state and federal transportation or traffic safety programs that can be used for a variety of incident management applications.

CONCLUSIONS

Initiating a coordinated incident management program is difficult. All responders must put individual agency agendas aside and focus collectively, on safety at the scene and quickly returning the roadway to pre-incident conditions.

Perhaps more difficult is maintaining the high-level of inter-agency cooperation to sustain a coordinated incident management program. San Antonio incident management coordinators and responders have initiated a well-coordinated incident management program. Federal Highway Administration operations officials recognize San Antonio as one of the best incident management programs in the nation.

To continue the success and maintain the high expectations of the traveling public, sustaining the program and taking the program to the next level, *enhancement* should be the focus of San Antonio incident management staff.

The recommendations in this report could result in the San Antonio region having the best overall program in all major categories in the nation. The efforts of the San Antonio Incident Management Oversight Committee have already resulted in significant progress and bringing the program to the next level will certainly be a credit to their work.

APPENDIX A

SAN ANTONIO PAST AND CURRENT INCIDENT MANAGEMENT PROCEDURES AND POLICIES

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INTRODUCTION

1.1 Purpose

The purpose of this report is to determine what resources are available to handle an incident on a roadway in San Antonio. This report will identify what agencies and agreements can be utilized during a traffic incident, what documented procedures and policies are in place and what the current practice is, and how valuable the policies are. The inter-agency agreements will also be reviewed and evaluated.

This report will summarize the concepts and ideas that have been discussed at past San Antonio Incident Management Workshops. The people and groups involved in incident management including the police, fire departments, transportation departments, emergency medical services, and towing companies have been surveyed on what personnel, equipment and training is currently in place and what is needed for the future. The needs of additional stakeholders including public transit, automobile clubs, coroners, traffic media, insurance companies, trucking organizations, roadway contractors, and large employers were considered as well.

As the traffic in the San Antonio area becomes heavier and additional roadways are constructed, the focus on incident management becomes more important. The primary goal during any traffic incident is public safety. Good institutional relationships and knowledge of the available resources and implemented policies are critical to handling a traffic

situation safely and efficiently. This knowledge is also the basis for documenting a formal Traffic Incident Management Plan.

1.2 Background

Currently, there is no documented formal Incident Management Plan for San Antonio. As a preliminary step to preparing the plan, research was done on the existing procedures and practices crucial to the preparation of a formal plan.

San Antonio has been experiencing improved response times recently to traffic incidents, but a formal plan to identify roles and responsibilities, as well as actions to take in specific incidents, is necessary. This plan will eliminate any questions about what should be done or who should be doing it and will improve coordinated incident management in the San Antonio Region.

1.3 About TransGuide

TransGuide is the San Antonio Region's traffic management center. TransGuide is the central point of coordination for managing incidents in the region. The backbone of TransGuide is an Intelligent Transportation System designed by the San Antonio District of the Texas Department of Transportation (TxDOT). This system provides information to motorists about traffic conditions, such as accidents, congestion and construction. With the use of cameras, message signs and fiber optics, the TransGuide system can detect travel times and provide that information to motorists not only with the

message signs on the highways, but also with the use of the Internet and a Low-Power Television Station. TransGuide staff rapidly responds to accidents and emergencies. Partners in the TransGuide project include TxDOT, the City of San Antonio (police/fire/EMS/traffic), and VIA Metropolitan Transit.

1.4 What is Incident Management?

Incident management is the coordinated, preplanned use of human and mechanical resources to restore full capacity to a roadway after an incident occurs. This includes not only clearing the roadway, but also providing information to other drivers on how to safely and efficiently get past the incident location. The information provided to drivers near an incident scene could include anything from a stalled vehicle, a hazardous material spill, or a fatal accident.

The response to an incident depends on the severity of the incident, but despite the severity, good traffic management depends on the communication and cooperation of all the responding agencies. Successful cooperation insures that the incident is handled correctly and shortens the traffic delays.

The goal of incident management is to minimize the impact of accidents on traffic congestion, reduce the probability of secondary incidents, and improve the safety of the incident responders.

EXISTING PROCEDURES AND PRACTICES

2.1 Current Incident Management Practices

The various agencies that are involved in incident management do not have a documented procedure, but certain actions are taken by each agency during various types of incidents. The following sections describe the typical responses by the agencies that assist with incident management.

2.1.1 San Antonio Police Department

The Police Department responds to 911 calls and dispatches the appropriate officer or officers to assist with an accident situation or other traffic incident.

For a hazardous material spill, traffic dispatcher officers are dispatched, a supervisor is notified, a shift commander is notified, and assistance is requested from the TxDOT Courtesy Patrol. In this type of incident, a Deputy Chief is the lead police department person. In Hazmat situations, the Police Department takes the lead from the Fire Department Traffic Captain and the Patrol Captain. The Traffic Captain is in charge of cross street closures and coordinating towing efforts. The Patrol Captain covers street closures, evacuation and Red Cross representation.

2.1.2 Fire Department

The Fire Department is dispatched to traffic accidents by 911. They coordinate with the Police whenever needed, and they dispatch Emergency Medical Services when necessary.

The Fire Department is instrumental during any large Hazmat spill. If a spill occurs, the Hazmat team is dispatched to the scene.

The team will coordinate their efforts with all available and useful agencies to handle the situation. If necessary, the TNRCC and the EPA will be contacted for guidance. The Fire Department will also coordinate with TxDOT, the City of San Antonio, and any available contractors under contract to obtain additional equipment and operators.

2.1.3 911 Services

Once a 911 call is received, several things happen. 911 will dispatch police, fire department, and towing for accidents. This dispatch is monitored by other agencies that will also respond if there is a need.

If a large hazardous material spill has occurred, the hazardous materials team from the Fire Department is contacted. There is also coordination with the TNRCC if necessary. For small diesel spills, either TxDOT or ARS will respond. ARS is a contract service that has an agreement with the City of San Antonio to assist with the clean up of small spills at traffic accidents.

Once the ARS is contacted, they have 30 minutes to arrive at the scene. ARS is not supposed to do any clean up of soil contamination, but they have been doing it with the road clearance. This expedites the clean-up process.

2.1.4 San Antonio District TxDOT

The TxDOT San Antonio District Office

receives incident information in two ways. The District Office monitors the 911 dispatch for information on incidents, and the Courtesy Patrol monitors the highways. The Courtesy Patrol is a service that TxDOT provides on state roads that assists motorists with stalled vehicles, flat tires, and other minor mechanical problems. The Courtesy Patrol receives information on vehicles needing assistance from 911, TransGuide, and from observing conditions on the highways.

If the Courtesy Patrol is the first to arrive on the scene of an incident, they assist the motorist, if possible, or notify the appropriate agency for support. The Courtesy Patrol is equipped to handle traffic control, and they will assess the maintenance needs, if any. If the patrol determines maintenance is required at an incident site, they will inform the appropriate TxDOT Area Office.

TxDOT has a scenario-based response to incidents. At TransGuide, traffic information is collected on the state roads for areas all around San Antonio including 10,387 lane miles of roadway. Enforcement officials dispatch emergency medical services and required accident scene clearing services when needed. Through scenario-based responses, transportation officials begin a pro-active traffic management approach to treat the local scene congestion and advise upstream traffic of adjusted or alternate routes.

On TxDOT roads, vehicle data is obtained by technology called Inductive Loop Detectors. These detectors are in each lane of traffic at a maximum of one-half mile spacing. Each inductive loop is six feet by six feet square and consists of a loop of wire buried approximately one inch into the roadway surface. A Digital Inductive Loop Vehicle Detector identifies changes in inductance caused by vehicles passing over the detectors. The loop detector outputs a signal with occupancy, volume and vehicle speed information.

The Local Control Unit (LCU) collects the information from the Digital Inductive Loop Vehicle Detectors. The LCU accumulates speed, occupancy and volume rates in memory, keeps a real-time average of these rates, and sends the accumulated average speed and occupancy data to the TransGuide System. The LCU also monitors each individual detector to test for inactivity and maximum presence conditions.

A TxDOT operator at TransGuide monitors the Inductive Loop Detector data for vehicle speed and congestion. When detection thresholds are surpassed, a warning is sent to the TxDOT operator to warn him or her of the potential queuing problem. As a result, the TxDOT operator will verify the potential traffic situation and initiate a response if necessary. In case of a traffic incident, appropriate automated scenarios are engaged. At that point, the TxDOT operator will initiate cooperative measures with other agencies as needed.

TransGuide is interconnected to most of the frontage road signals where the City has no coordinated system in place. State route arterials within the City are operated and maintained by the City. When a solution scenario is implemented which requires traffic to be detoured onto the access roads, the TxDOT operator at TransGuide takes control of the signal system. Depending on the type of incident, the access road signal timing can be modified to a three-minute maximum green time to accommodate the detoured main lane traffic.

The TransGuide system also utilizes high-resolution color video cameras installed atop camera poles that have remote control capability. The cameras aid in the verification of a traffic incident. The Dynamic Message Signs enable the display of text, consisting of a string of alphanumeric characters. The Dynamic Message Signs help implement the solution scenario that is created by the mainframe.

2.1.5 San Antonio Public Works

The City's Public Works Department monitors the police and fire department dispatches. When damage occurs to City property, the Public Works Department notifies the service center that repairs need to be made. The damage can include broken or malfunctioning City traffic lights, broken signs, or any other damage that can occur during a traffic incident. If City personnel are available to repair the damaged property; they will be dispatched to

the scene. If there are no City personnel available, the City of San Antonio has agreements with contractors for repairs on City property, and they will be sent to the site of the incident.

The City can monitor the traffic signals as well. San Antonio has central communications from TransGuide to 48 signal systems incorporating approximately 680 of their 1,100 signals. Most of the frontage road signals are operated and maintained by TxDOT. The signals are linked to TransGuide by telephone drops to a master controller or fiber links. The communications go to the City's control panel at TransGuide where the City operator can modify the signal timings to improve the flow of traffic around an incident.

2.1.6 TxDOT Courtesy Patrol

TxDOT has a manual that defines the policies and procedures of the Courtesy Patrol. We were unable to obtain a copy of this manual at the date of this report.

2.2 Current Procedures Guidelines

As previously stated, there are no documented procedures for traffic accident incident management. There are two plans for hazardous material spills – the San Antonio Emergency Management Book: Hazardous Material Spills and the State of Texas Oil and Hazardous Substances Spill Contingency Plan. The following sections review these two plans.

2.2.1 San Antonio Emergency Management Book: Hazardous Material Spills

This plan provides the City of San Antonio personnel with guidelines for emergency actions that serve to minimize hazards to life and property caused by accidents involving the uncontrolled release or spill of hazardous materials.

This plan includes a Do's and Don'ts Checklist. This is a summary of the detailed instructions in the book that lists basic instructions to protect the responders on the scene. It includes fundamental directives such as not to touch the material, use protective clothing and equipment, and attempt to identify the hazardous material.

The guidelines also include reporting instructions for the first person on the scene in a section called "Emergency Notification Procedures." This section identifies who the first responder should call and what information should be relayed. There are also reporting procedures for the Fire Communications Officer in the section titled "Notification of Other Departments."

The Operations section itemizes the responsibilities for agencies on the scene. This section includes actions for the Fire Department, Emergency Management Official, Police Department, San Antonio Water System, Public Works Department, Metropolitan Health District, Finance Department, Texas Water Commission, and the American Red Cross. This list is not

comprehensive, and any other necessary actions may be taken as deemed necessary by the on-site Officer-in-Charge.

An incident notification and report form is also included in this book. This form lists all the pertinent information that should be obtained at the incident site. TransGuide currently stores this information informally. The information gathered determines what procedures and agency involvement will be required. Contact names with phone numbers for every possible agency that might require notification are also included.

This plan contains simple instructions directed to each responder and agency that could possibly be involved in a Hazmat spill. It is a short plan that is issued under separate cover for quick use in the field. The Hazardous Materials Spills document contains useful information and directions for a spill, and the report form covers all the pertinent information that needs to be gathered on site.

2.2.2 State of Texas Oil and Hazardous Substances Spill Contingency Plan

This plan provides general guidance for a coordinated response to oil and hazardous substance spills and outlines notification procedures to report spills to state and federal agencies. It is applicable statewide and provides a reference for general initial response actions and rules of the various state agencies.

The TNRCC document consists of introductory information, 22 chapters and 4 appendices. There are phone numbers in the front of the document for emergency assistance and advice, but it is not intended to be a field document.

There is a large amount of reference information throughout the report. State agency maps and service areas with Texas Counties, TNRCC Regions, General Land Office Regions, Railroad Commission Regions and Disaster District Boundaries are included in the preface information. To summarize practical operational concepts, the entire content of Chapter 3 is devoted to definitions used in the report. State and private reports, agency rules, legislative acts and federal lists are included for reference. State laws concerning state procedure during a disaster; the state chemical reference list of hazardous substances; calculations, conversions and formulas used in the report; and a glossary of acronyms are attached in the appendices.

The main content of the document defines the varied roles and responsibilities of a multi-agency approach to spill response. The report references laws and legislative mandate to assign roles to each involved agency. The jurisdiction of each agency is defined, yet the report states that there are always exceptions to the rule. The notification requirements for federal and state agencies are listed as well as the initial report information that must be submitted. The response actions and the cleanup and

restoration activities are described for various situations and agencies. Lab result acceptance, transporter requirements, and natural resource damage assessment and included in the report.

In essence, this document attempts to combine all the rules and requirements to be followed after an unauthorized hazardous substance discharge. The plan states that nothing absolves or excuses the party responsible for any spill from complying with applicable local, state or federal regulations, and the guidelines in this plan do not supercede any agency's rules. Therefore, the plan is not exhaustive, but it contains a wealth of information concerning actions to be taken following a spill.

2.3 Inter-Agency Agreements for Incident Management

Two inter-agency agreements were available for review for this report. These agreements were evaluated to determine what services and equipment the contractors could provide in an emergency situation. This review was performed also to determine what services and equipment are needed to handle incidents more efficiently.

2.3.1 Agreement with Texas Towing and ARS

The City of San Antonio has an agreement with Texas Towing to accommodate their towing needs at traffic accidents and stalls. The agreement makes Texas Towing the administrator of the towing services for the San Antonio Police Department. The police

notify Texas Towing that a tow truck or other special equipment is needed, and they determine who will be sent to the scene of the incident to handle the needs of the police.

This contract is in place in order to prevent automobile wreckers from racing to the scene of an accident, to eliminate the solicitation of business while at an incident scene, and to prevent confusion and traffic congestion which endanger public health, safety and property. This contract provides guidelines and delineates responsibilities for the provision of towing services in and for the City of San Antonio.

Texas Towing has an agreement with ARS, an environmental firm, to handle all spills on the City streets. ARS is responsible for Hazmat Emergency Response clean up and disposal includes confined space stand-by, construction services and equipment, industrial sand blasting service, 24 hour vacuum trucks, pressure washer, roll off containers and traffic warning devices. Their agreement also includes 24-hour access to crane service up to 300 tons, forklift and equipment rental, tire service, freight lumber service, and trailer rental. We were unable to acquire a copy of the agreement at the date of this report.

2.3.2 Agreement with the TNRCC

The TNRCC has a reimbursable, on-call agreement with TxDOT for personnel, materials and equipment for the containment, clean-up, mitigation of spills or

discharges of oil or other hazardous substances. The agreement does not include handling spills for which TxDOT is not adequately trained or that require special clothing or equipment. This agreement is an example of an inter-agency agreement that shows cooperation between agencies.

The copy of the agreement we have has expired, and we were unable to acquire a copy of the current agreement at the date of this report. It has been indicated that the procedures, policies and regulations in the new agreement are identical to the expired agreement.

EXISTING RESOURCES

3.1 Stakeholder List

A list of stakeholders, or groups and agencies that would be affected by a formal Incident Management Plan, was compiled to use for invitations to workshops and informative meetings and for distribution of the future plan. The purpose of this was to compile a comprehensive list of every entity that would be affected by the plan so their input and comments could be incorporated. A copy of the list is attached in Appendix A.

A subset of the stakeholders is the San Antonio Incident Management Plan Steering Committee. This committee provides the consultant team direction on the development of this plan.

3.2 Available Resource Information

A survey was sent out to the stakeholders to help identify the current, future budgeted and future non-programmed incident management response resources for the various agencies. The two-page survey was titled “The San Antonio Incident Management Plan – Incident Responder Survey.”

Each agency was asked to describe their resources, and the resources were divided into different allocations and categories. The “Current” allocation included the existing allocation of the identified category item. The “Future Programmed” allocation included the future allocation of the identified category item currently budgeted. The “Non-Programmed” allocation identified needed

allocation of the identified category item not currently budgeted or funded.

There were four categories to describe for each allocation. Category 1 was “Equipment.” This category included defining any piece of equipment (i.e., vehicle, heavy equipment such as a front end loader, traffic control devices such as cones, portable signs, absorbents, staged equipment, etc.) used to assist in the managing of incidents. Category 2 was “Personnel.” “Personnel” was defined as any person, full- or part-time, with any level of responsibility of responding to or dispatching responders to an incident. Category 3 was “Training.” This included any formal or informal meeting or class dedicated to the sharing of information on responding to and handling of incidents. Category 4 was “Incident Management Policies and Procedures.” This included all current agency policies, practices and procedures relating to the response to incidents.

Each entity that received the survey was asked to include a copy of all written documents, written agreements and verbal arrangements between agencies. Few agencies responded, but a summary of the results of the surveys that were obtained are in the following sections. A copy of the survey provided to the agencies is attached in Appendix B.

3.2.1 Texas Transportation Institute – Texas A&M University

For the Equipment category, the Texas Transportation Institute (TTI) owns one portable video trailer that could be used for monitoring and/or research in support of incident management activities, if needed. The cost of this video trailer is \$18,000. There are no operations or maintenance costs. This piece of equipment has video and taping capabilities.

The personnel at TTI consist of 2 or 3 researchers with working knowledge of incident management issues. They are located at TransGuide, so they could assist with data acquisition to support incident management plan activities. The labor costs range between \$15 and \$40 an hour.

Related workshops are available upon request as part of the TTI Center for Professional Capacity Building for training. TTI does not have any Incident Management Policies and Procedures.

The Texas Transportation Institute (TTI) did not fill out any information for their future or non-programmed allocations. The survey was completed by Russell Henk on April 4, 2001.

3.2.2 Alamo Community College District

The Alamo Community College District (ACCD) has 10 police/patrol vehicles, 2 security vehicles, 6 MDTs in the police

vehicles, 50 cones for traffic control, police tape, and 10 police bikes. The approximate capital cost for this equipment was \$51,000. The communications consist of 7 day, 24 hour coverage by dispatch radio communication. The communications also include NCIC, TCIC, and the City computer.

The ACCD has 38 police officers and 19 security officers. The officers include the Chief of Police Operations, the Assistant Chief, the Lieutenants or Patrol Division Supervisors, the Sergeants or Shift Supervisors, the Corporals, the Training Sergeants, and the Investigation Unit. The Investigation Unit investigates crimes, collects evidence, and files cases with the District Attorney. No costs were provided for these personnel.

The training for these officers includes 14 weeks of field training with an emergency response team. The training also includes F.T.O. in service training of state requirements.

The ACCD has agreements with the San Antonio Police Department, Bexar County, and the S.A.I.S.D. Gang Units.

The ACCD did not fill out any information for their future or non-programmed allocations. Lt. Raul Cadena completed the survey on April 5, 2001.

3.2.3 *San Antonio Fire Department*

The San Antonio Fire Department (SAFD) currently has quite an inventory of equipment including 44 Engine Pumper Trucks, 20 Ariel Trucks, 7 Brush Trucks, 2 Emergency Service Trucks, and 2 Water Tankers. They also own and operate one Quint, 48 EMS Units, 13 Command Vans, one Rehab Bus, one Passenger Bus, and one Command Bus. Their Hazmat equipment consists of 2 Hazmat trucks, one Rescue Truck, one Big Gun for Foam, 4 Hazmat Trailers, one Power Plant, one Fuel Truck and 3 Mobile Air Compressors.

There is a replacement program for all Fire Department vehicles. There is an increase projected for equipment including EMS Units, Pumper Trucks, and other trucks through annexation. There is also a possible increase of capital cost projected due to an increase in personnel, vehicles and service areas.

For communications, the SAFD uses an 800 Trunking System and dedicated telephone systems. A new radio system is planned to be implemented within the next 18 months. The Fire Department is not connected to TransGuide.

At the time the survey was completed, there were 1,405 uniformed personnel working for the Fire Department. After the graduation of the August 2001 class, they were expecting to have 1,436 fire fighters. The skills for the various personnel include the Hazmat Team, the Technical Rescue Team, Aviation, EMS,

Fire Suppression at the Hazmat Operations Level, Fire Alarm and Dispatch, Fire Prevention, and Arson Investigators. Their training is completed at the San Antonio Fire Academy and the National Fire Academy.

The San Antonio Fire Department works under a strict Incident Command System with policies and procedures taught to all uniform personnel.

The San Antonio Fire Department (SAFD) did not fill out any information for their non-programmed allocations. The survey was completed on April 5, 2001.

3.2.4 *Texas Towing Corporation*

At the time the survey was filled out, the Texas Towing Corporation had 5 heavy-duty Wreckers, 2 medium-duty Wreckers, over 30 light-duty Wreckers and Rollbacks, one 40-foot Landoll Tractor/Trailer, a Fuel Recovery Trailer, a Tandem Axle heavy-duty Trailer Dolly, and one Emergency Response Trailer with Recovery Equipment, Material Handling Equipment and an Air Bag Recovery System.

Their non-programmed needs include Front End Loaders with Forks, Sweepers or Broom Sweepers, Roll-off Cans, and Dump Trucks with Dry Sand.

Texas Towing communicates by 2-way radios, text pagers and cell phones. They are not connected to TransGuide. Their training includes various training sessions and seminars, and they rely on their 23

years of recovery experience. Their incident management policy is defined in their inter-agency agreement with the San Antonio Police Department.

The Texas Towing Corporation did not fill out any information for their future allocations. Bobby Tuttle completed the survey on April 4, 2001.

3.2.5 San Antonio Police (Wrecker Unit)

The San Antonio Police Wrecker Unit is currently required by City Ordinance to be maintained by Texas Towing Corporation, the Primary Contractor. The ordinance gives Texas Towing exclusive rights within the City.

The San Antonio Police Wrecker Unit is in direct contact with the Police Department and Texas Towing Corporation. The Police Department dispatcher directly communicates to the Texas Towing dispatcher.

The San Antonio Police (Wrecker Unit) did not fill out any information for their future and non-programmed allocations. Detective Douglas Skaggs completed the survey on April 5, 2001.

3.2.6 TxDOT Courtesy Patrol

At the time the survey was completed, there were 12 employees of the TxDOT Courtesy Patrol. They are programmed to hire another person. The 12 employees consist of one Supervisor, one Assistant Supervisor, one Senior Patrolman, 3 Patrolmen, and 6

Assistant Patrolmen. The labor cost of the personnel is \$400,000, and that is not expected to change with the future hiring.

The Courtesy Patrol receives on-the-job training and a Courtesy Patrol Manual. Some incident training is possible in the future. The incident management policies are defined in the San Antonio Courtesy Patrol Manual.

The equipment inventory includes 5 half-ton pick-ups, absorbent flares, plug-n-dike, and push bumpers. Each truck costs \$24,000, and the yearly operations and maintenance costs total \$20,000. The Courtesy Patrol communicates by cellular phone and pager, and they can get information from TransGuide through their TxDOT radio system, through SAPD dispatch, cell phone, and TxDOT email.

The TxDOT Courtesy Patrol did not fill out any information for their non-programmed allocations. Gilbert Sanchez completed the survey on April 5, 2001.

3.2.7 San Antonio Police Department

The San Antonio Police Department (SAPD) currently has 4 helicopters, 2 rapid response command vehicles, incident response equipment, one trailer with command post equipment, and 50 marked police traffic vehicles. The equipment capital cost was \$2,500,000. The SAPD uses mobile and land line phone and an 800 MHz trunked radio system for communications.

There are 120 personnel at the SAPD. They have first responder training and annual in-service training. The SAPD General Manual contains the incident management policies and procedures.

The San Antonio Police Department did not fill out any information for their future or non-programmed allocations. Captain Tom Polonis completed the survey on November 26, 2001.

3.2.8 City of San Antonio Public Works Street Maintenance Office

The City of San Antonio Public Works Street Maintenance Office currently has a large inventory of equipment. The heavy equipment includes 4 gradalls, 15 front-end loaders, 60 dump trucks (7-yard and 10-yard), 4 32-cubic yard trailers, a crane, a motor grader, 4 track loaders, 9 sweepers, 5 barricade trucks, and 4 water trucks. Other equipment includes trucks and cars, generators, liquid de-icing equipment, and chat rock de-icing equipment.

The future programmed equipment includes replacement units for the existing units and a GPS tracking system for emergency response vehicles. The costs for operating and maintaining the existing and the programmed equipment can be found in the O&M Operating Budget.

The Street Maintenance Office uses several types of communications within their agency including a dispatch for 24-hour operations,

two-way radios, cell phones and telephones, digital two-way pagers, and e-mail. The future programming for the communication devices is replacement as needed.

There are 328 personnel in the Street Maintenance Office, and no additional staff is programmed for the future. The skills of the personnel include emergency response management, emergency operations, heavy equipment operations, logistic operations, dispatch operations, experience in flooding or ice conditions, and demolition of dangerous structures. The staff undergoes supervisor and management training, tabletop exercises, and/or on-the-job training. There is future training for field personnel programmed for the office.

The City of San Antonio Public Works Street Maintenance Office has policies for general emergency operations, an ice plan, a flood response plan, a WMD incident, and a terrorist incident response plan. Ongoing training is programmed for the Street Maintenance staff for all of these procedures.

Additional funding for ongoing incident training is one labor cost that could be increased. Program training for all field personnel on awareness of WMD for quick response would also benefit the office.

The City of San Antonio Public Works Street Maintenance Office did not fill out any information for their non-programmed allocations. Robert J. Galindo, Assistant

Street Manager, completed the survey on January 11, 2002.

3.2.9 City of San Antonio Traffic Operations

The City of San Antonio Traffic Operations Office currently has one truck with a pull-behind striper, one truck-mounted striper, 11 sign trucks, 2 dump trucks, one drill rig, and 7 bucket trucks. The costs for this equipment can be found in the O&M Operating Budget. The Traffic Operations Office uses two-way radios, cell phones, telephones, pagers, and email to communicate.

The Traffic Operations Office currently has 22 sign personnel, 12 marking personnel, and 44 signal personnel. Their skills include sign, signal and marking installation and maintenance, experience in flood and ice events, and heavy equipment operations. Their training and incident management policies are the same as the Street Maintenance Office.

The City of San Antonio Traffic Operations Office stated that all future programmed equipment, personnel, and training would be the same as what they currently have. There are no non-programmed allocations in place at this time. Kent Hickingbottom completed the survey on January 14, 2002.

3.2.10 City of San Antonio Public Works Storm Water Operations Office

The City of San Antonio Public Works Storm Water Operations Office has a large amount of equipment. Their heavy equipment includes rubber tires for road work and track equipment for off-road work. This equipment includes 2 brush trucks, 2 brush trucks with winches, 41 dump trucks, 6 rubber tire loaders, 4 flat bed trucks, 3 trash compactors, 3 track loaders, 4 rubber tire gradalls, one 50-foot boom extension for a gradall, 6 track bulldozers, 2 backhoes, 4 large sludge trailers, 2 vacuum inductor trucks, 3 trailer-mounted pressure washers, and 22 sweepers.

The Storm Water Operations Office has passenger trucks and cars that include 4-wheel drive vehicles. Their miscellaneous equipment includes a TV underground survey truck with cameras, a generator, one 4-inch pump, two 3-inch pumps, a light standard and a boat.

To communicate within the Storm Water Operations Office, a 24-hour dispatch, two-way radios, cell phones, telephones, pagers, and email are used. To gather information, cable television, satellite weather information, the internet, a high water detection system and tunnel system instrumentation are used.

The future programmed equipment and communication devices include replacement units for existing units. The equipment will be replaced as necessary through the budget process. The capital costs are based on schedule and need.

There are currently 235 people working in Storm Water Operations and 13 in Storm Water Engineering. The skills of the personnel include emergency response management, heavy equipment operations, storm water maintenance, underground MS4 system, tunnel and dam operations, vegetation control, and emergency tree removal. The training and incident management policies are the same as the Street Maintenance Office except that the Storm Water Operations Office responds to Hazmat incidents that may impact the MS4 system.

Several comments were attached to the survey. Suggestions for the equipment include identifying all of the public works operating equipment, where it is parked, and if it is operational. The replacement of some equipment with sealed cabs was also mentioned. Additional funding for more two-way radios was requested. There is also a need to program training for all field personnel on WMD awareness and for training for operating equipment while wearing protective equipment.

Nancy Beward, Storm Water Operations Manager, completed the survey on January 14, 2002.

3.2.11 San Antonio District Texas Department of Transportation

At the time the survey was completed, TxDOT had 8 sweepers, 7 front-end loaders, one leased milling machine, 22 dump trucks, 25 arrow boards, and adequate cones,

barricades, and absorbents. The equipment cost for this equipment was \$2,115,000. The equipment operations and maintenance costs were not listed, but the future programmed costs will be at the same level as the current costs with some inflation factor.

The programmed equipment includes replacement equipment only. For non-programmed equipment, the plan is to buy incident-specific items. It was noted that all of the identified resources are typically and primarily assigned to routine operations. A dedicated incident management team does not exist.

TxDOT uses the TxDOT radio system, police radio, cellular phones and pagers to communicate. There are no programmed or non-programmed changes to this system planned.

The staff at the San Antonio District consists of 40 people from the historical worst case. The staff includes engineers, supervisors, equipment operators and laborers. There are no programmed changes to the staff. Non-programmed changes include a dedicated full-time or stand-by personnel core of 5 individuals. Any necessary skills required by non-programmed personnel will be identified and obtained.

The labor cost of the personnel depends on the response required. The future programmed costs will be the same as the current levels with a 1.7-% annual increase.

The non-programmed costs will include the 5-person team mentioned above.

Current training includes hazmat training, incident response, and workshops.

Refresher courses are planned to keep personnel updated on their training, and non-programmed training needs will be identified as needed.

TxDOT does not have any specific incident management policies and procedures except for the hazmat-related procedures. It was noted that TxDOT must identify their response and responders by a specific incident management plan before any real identification of resources can be identified.

Pat Irwin completed the survey on January 16, 2002.

RESULTS OF STAKEHOLDER INTERVIEWS

The Stakeholder Interviews were a combination of meetings and workshops that each Stakeholder was invited to attend. The comments and concerns of the Stakeholders were documented, and these meeting minutes served as the interviews. The following sections are summaries of the meetings and workshops. The meeting minutes and notes for some of the interviews can be found in Appendix C.

4.1 San Antonio Advanced Incident Management Workshops

This program originated after 100 responders to a severe Hazmat accident suffered inhalation injuries. A special course on responder safety was prepared for transportation, fire and police personnel who respond on the freeways. Tapes and class exercises were used to stimulate interest.

The input from the participants was excellent. It was learned that several responders had also been injured in incidents on the freeway while assisting motorists, investigating crashes, and during violator stops. The investigations into these injuries caused lengthy delays on the highways.

During the full day sessions, topics that were outlined beforehand were discussed. These topics included concepts of quick clearance, better emergency light discipline, and better traffic control at incident scenes. All of the response personnel support better safety

through quicker clearance. Techniques to improve the incident situations were discussed and demonstrated in the class, and the participants seemed willing to try the techniques.

The attendees brought up other specific issues. One issue that was brought up was handling small fuel spills at the scene of an accident. There was confusion over the roles and responsibilities in these situations, and the confusion had delayed the cleanup and increased the risks to responders.

During the three sessions for experienced responders, 219 Stakeholders provided concerns about current operations. A list was generated with each of their concerns listed. These concerns vary from debris removal to fatality crash investigations to Hazmat training. This list was compiled to define issues that the Stakeholders feel are important to address in the proposed Incident Management Plan. The complete list is attached in Appendix D.

The attendees completed an evaluation at these workshops, and the results of the evaluation were summarized into a table. The evaluations allowed the Stakeholders to prioritize issues regarding Incident Management and offer their opinions how each issue should be addressed. Some of the issues were prevention of secondary crashes, inter-agency training, communications, and responder safety.

These sessions were held in San Antonio from October 23 to 25, 2000.

4.2 Incident Management Plan Oversight Committee Kick-Off Meeting

The San Antonio Incident Management Plan Oversight Committee is responsible for the development and implementation of coordinated incident response, investigation, traffic management and cleanup of incidents in the San Antonio Area. The committee includes personnel from the San Antonio/Bexar County MPO, the City of San Antonio, San Antonio District TxDOT, San Antonio Police Department, and other major agencies.

This kick-off meeting initiated the development of a formal San Antonio Incident Management Plan document. One of the purposes of this meeting was to ensure that all of the Stakeholder issues and concerns would be covered in the Incident Management Plan. The consultants preparing the Incident Management Plan discussed the scope and schedule of the project and established the deliverable dates.

The attendees of this meeting reviewed the issues itemized at the IM Workshops in October 2000 and discussed other items that the Incident Management Plan (IMP) should address. Possible research or procedural ideas were documented to be addressed in the IMP.

Several key topics were addressed at this meeting. The importance of coordination with the outlying or other incorporated municipalities was stressed. Good communication with all the agencies must be a priority.

Training was another major issue both in response and liability. Traffic control training and refresher courses should be provided for all the responders involved. The personnel at the fire department need to be cross-trained in traffic control. This would aid in efficient management at the scene of a spill. The joint training could also help with the communication between agencies.

Disseminating information to the public and the press is also a concern. There is a need for media training. News and traffic media need information about how they can help and not get in the way. The possibility of circulating information to the public on a radio traffic channel operated by TxDOT was discussed. Using the emergency broadcast system or the Emergency Advisory Radio Broadcast System to inform the public about incidents was also considered.

This meeting was held in the VIA Metro Center Community Room on April 5, 2001.

4.3 Stakeholder Workshop

This workshop was held to provide a forum for stakeholders to present their views, insights and issues. This meeting also provided the consultant team an opportunity to obtain ideas and hear the comments of the stakeholders. Every identified

stakeholder in the San Antonio area was invited to this meeting. The key ideas were documented, and they will be addressed in the final plan.

Improvements in incident response were discussed at this workshop, and future coordination was encouraged. Some inter-agency relationships were discussed, and agencies whose relationships were improving were acknowledged, and areas that needed improvement were identified.

The overall focus of the Incident Management Plan was discussed. The safety of the responders and the motorists is the primary focus. The second focus will be on mobility. The new plan will be prepared with this in mind. The consultant team also described how the plan will be written, and how the stakeholders will be a part of the review process. Stakeholder input about incident management issues and feedback on the draft plan are crucial to the success and usefulness of the plan.

Once again, the October 2000 workshop issues were discussed in detail. One topic that sparked a lengthy discussion was fatal crash investigations. The response from the central station typically takes more than an hour. To ensure that the measurements are accurate, the initial responder must wait for the officers to arrive at the scene. The investigations average 2 to 3 hours and longer at night. An additional delay is caused by the policy requiring the coroner to pronounce the death of the victim. Possible

solutions could be marking the scene and returning at low traffic times or looking into new technology such as additional total station units and/or photogrammetry. Also, a trained officer should be allowed to pronounce the death of the victim to avoid having to wait for the coroner.

Communications among agencies at the incident scene and by radio was another key issue. The radio frequencies and terminology between all the agencies vary which causes difficulty communicating. Establishing radio protocols and terminology would help. There was also discussion on a need for a system that would identify the lead person from each agency, the Incident Commander, and other key personnel for more efficient communication. The distribution of a notification guide or master phone list would be helpful.

Another area that the Incident Management Plan should address is debris removal. There is a need for a documented procedure. One possibility could be for the TxDOT Courtesy Patrol to work with the police to clear the scene to the shoulder, and pick up of the debris could occur during low traffic periods. Also, a quicker response to dead animals on the freeway is needed.

After the presentation, the participants were offered a comment sheet for additional input. This was another opportunity for the Stakeholders to list their concerns and comments so that they would be addressed in the IMP. There was a positive response to

the workshop overall, and several of the comment forms came back with suggestions. Comments included the need for more information on special zones such as construction and school zones, the need to develop an arterial street system to accommodate diverted traffic, and an opportunity to evaluate the Incident Management Plan after implementation.

This meeting was held in the VIA Metro Center Community Room on April 5, 2001.

4.4 Project Leadership Meeting/Interviews

This meeting reviewed the results of the previous meetings, and the agencies that were not at the Kick-off Meeting or Stakeholders' Workshop were identified. Staffs from TxDOT, the City, the Police Department, and the consultant team were present.

The main focus of this meeting was to pinpoint specific concepts and suggestions to incorporate into the IMP. Ninety percent of incidents involve debris, therefore, that should be a focus of the plan. Also, the majority of incidents are minor to medium, so improvements in those areas would create the biggest benefit. Smaller communities and cities don't have a lot of expertise and need assistance from larger agencies. The smaller communities' needs must be considered in the plan, so some solution to their problems must be dealt with. There is a real need for traffic control training within the Fire Department, and

TxDOT needs to expand the role of the Courtesy Patrol to include advanced traffic control.

Possible guidelines and the format of the presentation of the information in the IMP were discussed. A suggestion was made to laminate the essence of the Incident Management Plan and include it with the MOVE-IT brochure. Another suggestion was that a matrix of incidents should be created. One matrix would have 3 levels with subdivided or minor breakdowns with hazmat being the critical component. A second matrix would be a basic breakdown to 4 to 5 levels dictated by the number of agencies and severity. A flowchart or classification system that would determine a major or minor classification incident using various factors such as injury or non-injury would be beneficial. A video training series with the new Incident Management Plan procedures needs to be created and circulated once the plan is finalized.

This interview/meeting was held at San Antonio TransGuide on May 22, 2001.

4.5 San Antonio Incident Management Leadership Committee Interviews

The purpose of this meeting was to discuss the logistics of the various agencies working together and each of the agencies' strengths and weaknesses. The focus was to strategize how to develop an incident management team. The value of the subconsultants was also reviewed.

A hypothetical scenario of an acid spill was discussed, and the roles and actions of each agency were identified and documented. This scenario was based on a recent spill and the actions of the agencies involved. This exercise helped to define the actual response of each agency so that the procedure could be analyzed. Throughout this discussion, the strengths of each agency and procedure were identified, and ideas of how to improve on the use of equipment and personnel were developed.

Several areas of improvement were acknowledged. Major evacuation is a difficult activity if there is no documentation of the addresses that have been cleared. Documentation must be done in these types of situations. The Police Department Patrol does not have the training needed for incident management, and the turnover is too high to keep everyone well trained. TxDOT's role in the assistance of cleanup is ambiguous and needs to be defined. The Courtesy Patrol drivers need additional training especially in hazmat situations.

The City's Public Works Department is an untapped resource. A list of the 5 service centers where equipment is located needs to be distributed for the use of all responders. The City Hazmat Group is another unutilized resource that could provide assistance. Using these City resources would require that communication within the department and with the other agencies be improved.

A prioritized list of who has sand and/or absorbent needs to be created and maintained especially for after hours needs. On average, 2 to 3 incidents per month require sand. Staged dry sand is a simple and effective solution to spills and needs to be utilized more often.

Personnel from TxDOT, the Fire and Police Departments, the City of San Antonio, Texas Towing, and the consultant team attended this meeting. This interview/meeting was held at San Antonio TransGuide on June 20, 2001.

APPENDIX A STAKEHOLDER LIST

APPENDIX A STAKEHOLDER LIST

Tony Arredondo
TxDOT
4613 NW Loop 410
San Antonio TX 78229
210-615-5848
210-615-6015

Steve Worley
San Antonio Fire Department
115 Auditorium Circle
San Antonio TX 78205
207-8401

Richard Higby
Bexar County Public Works
233 N Pecos #420
San Antonio TX 78207
210-335-6785
210-335-6713
rhiby@co.bexar.tx.us

Tom Polonis
SAPD-Traffic Control Grp.
515 S. Frio
San Antonio TX 78207
207-4151
207-2151
tpolonis@ci.sat.tx.us

Richard Bonn
San Antonio Park Rangers
600 Hemisfair Park, Box 11
San Antonio TX 78205
207-8590
354-0300

Jeanne Geiger
Metropolitan Planning Organization
1021 San Pedro #2200
San Antonio TX 78212
210-227-8651
210-227-9321
jgeiger@idworld.net

Al Philippus
SA Police Dept
PO Box 839966
San Antonio TX 78283-3966
210-207-7405
210-207-4377

Bob Lew
Constable, Pct. 3
8918 Tesoro Dr., Ste. 301
San Antonio TX 78217
467-6294
829-5826

Christine M. Guerra
TX Alcoholic Beverage Commission
4203 Woodcock, Ste. 120
San Antonio TX 78228
736-4466
4225-4225

Linda Ximenes
Ximenes & Associates, Inc.
421 6th Street #1
San Antonio TX 78215
210-354-2925
210-354-2964
lximenes@swbell.net

Kenneth R. Menn
 Balcones Heights Police Dept
 123 Altgelt
 San AntonioTX 78201
 210-735-9212
 210-735-0411

Janet Kennison
 MPO (Metropolitan Planning Organization)
 1021 San Pedro #2200
 San AntonioTX 78212
 210-227-8651
 210-227-9321
 kennison@idworld.net

Ralph Lopez
 Bexar County Sheriff's Office
 200 North Comal
 San Antonio TX 78207
 270-6010 / 270-6019

Andy Ballard
 COSA Traffic
 PO Box 839966
 San AntonioTX 78283-3966
 210-207-7720
 210-207-4418
 andrewb@sanantonio.gov

John Bohuslav
 TxDOT
 4615 NW Loop 410
 San AntonioTX 78229
 210-615-5856
 jbohusl@dot.state.tx.us

John Friebele
 COSA, Public Works
 PO Box 839966
 San AntonioTX 78283-3966
 210-207-8291
 210-207-4418
 jfriebele@ci.sat.tx.us

Pat Irwin
 TxDOT Traffic Safety
 4615 NW Loop 410
 San AntonioTX 78229
 210-731-5249
 210-731-5310
 pirwin@dot.state.tx.us

Ricky Gomez
 Metropolitan Planning Organization
 1021 San Pedro #2200
 San Antonio TX 78212
 210-227-8651
 210-227-9321
 gomez@idworld.net

Ismael Garza
 Trans-Guide, COSA Traffic Engr
 3500 NW Loop 410, Ste 321
 San Antonio TX 78229
 210-733-4574
 733-4576
 IFGarza@ci.sat.tx.us

Arnulfo Ramirez
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 731-5222
 aramire.dot.tx.us

Brian Feriello
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 731-5147

Mike Miller
 SAFD Office of Emergency Mgt
 115 Auditorium Circle
 San Antonio TX 78205
 207-8580

David Rodriguez
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 731-5242

Mike Walsh
 SAFD Station #35
 7038 Culebra
 San Antonio TX 78238
 684-8668
 hazmat@ci.sat.tx.us

Charles Camprini
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 731-5233

Willy Broadneck
 SAFD Station #11
 610 S Frio
 San Antonio TX
 78207
 227-6985

Dick Crow
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 615-5806

Roger Pena
 Metro Traffic
 1635 NE Loop 410, Ste 500
 San Antonio TX 78209
 826-3876
 805-9230

Debra Felder
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 615-5823

Bobby Tuttle
 Texas Towing Company
 222 Newell
 San Antonio TX 78215
 887-4921
 tuttle@aol.com

Gilbert Sanchez
 TxDOT (Courtesy Patrol)
 4615 NW Loop 410
 San Antonio TX 78229
 615-5863

Charles Benson
 Bexar County Sheriffs Dept
 200 N. Comal
 San Antonio TX 78207
 270-6001

Carl Mixon
 Bexar County Fire Dept
 203 W. Nueva #302
 San Antonio TX 78207
 335-0300
 335-0330

Joe Hamilton
 DPS Department of Public Safety
 6502 S. New Braunfels
 San Antonio TX 78228
 531-2203
 joseph.hamilton@txdps.state.tx.us

Mark Olsen
 FHWA
 300 E. 8th Street, Rm 826
 Austin TX 78701
 512-536-5972

Peter Hugdahl
 USAA
 USAA Bldg (B-S-E)
 9800 Fredricksburg Rd
 San Antonio TX 78288
 498-1239

Larry Parker
 VIA
 800 W. Myrtle
 San Antonio TX 78212
 362-2106
 362-2574
 larry.parker@viainfo.net

C. "Bud" Baker
 Bexar Co Sheriffs Dept
 200 N. Comal
 San Antonio TX 78207
 270-6010
 270-6019
 bbaker@co.bexar.tx.us

Steve Hanson
 Medical Examiner's Office
 7337 Louis Pasteur
 San Antonio TX 78229
 335-4000

Debbie Welch
 AAA
 13415 San Pedro
 San Antonio TX 78216
 403-5000

John Heberling
 AAA
 11075 IH 10 Ste 309
 San Antonio TX 78230
 877-2222

Russell Henk
 Texas Transportation Institute
 3500 NW Loop 410, STE 315
 San Antonio TX 78229
 731-9938
 r-henk@tamu.edu

Larry Anders
 Schertz/Cibolo ISD
 1060 Elbel Road
 Schertz TX 78154
 945-6190
 945-6193

Shawn I. Reilly
 12th SFS Randolph
 925 3rd Street West
 Randolph AFB TX 78150-4504
 652-5500

Robert Axtell
 Kirby Police Dept
 4130 Ackerman Road
 San Antonio TX 78219
 661-8515
 661-3934

Roderick L. Beverly
 FBI
 615 E. Houston St
 San Antonio TX 78205
 225-6741
 302-8630

Elliot Graves
 Brooks AFB
 3307 North Road
 Brooks AFB TX 78235-5349
 536-1815
 536-4009

Floyd Bryant
 Universal City Police Dept
 PO Box 3008
 Universal City TX 78148
 658-5355
 658-0331

F. R. Cain
 Windcrest Police Dept
 8601 Midcrown
 San Antonio TX 78239
 655-2666
 946-1819

Terry Tomblin
 OSI
 285 B St W
 Randolph AFB TX 78150-4158
 652-2004
 652-4265

Charlie Campos, Jr.
 Constable's Office, Precinct 1
 218 S. Laredo
 1st Floor, Ste 107
 San Antonio TX 78207
 335-2741

Jerry Connell
 Constable's Office, Precinct 2
 6715 Bandera Rd
 San Antonio TX 78238
 465-4405
 680-7281

Donnie Davis
 Terrell Hills PD
 5100 N New Braunfels Ave
 San Antonio TX 78209
 824-7401
 822-2297

Robert L. Dean
 Southside ISD
 1610 Martinez-Losoya Rd
 San Antonio TX 78221
 626-3609
 626-9023

Max Garcia
 South San ISD Police Dept
 2515 Bobcap Lane
 San Antonio TX 78224
 977-7270
 977-7034

Ron Edwards
 Hollywood Park PD
 #2 Mecca Dr
 San Antonio TX 78232
 494-3575
 494-7859

Rick Gutierrez
 East Central ISD Police Dept
 7382 FM 1628
 San Antonio TX 78263
 649-2201
 649-1335

Bill Ewell
 Northeast ISD PD
 10333 Broadway
 San Antonio TX 78217
 655-6859
 657-8787

Sid Hall
 Selma Police Dept
 9375 Corporate Dr
 Selma TX 78154
 651-5368
 651-3272

Ernesto Riojas
 Harlandale ISD Police Dept
 632 W. Vestall
 San Antonio TX 78221
 921-4757
 921-4799
 ernie.rijos@harlandale.klz.us.tx

Mark Jackley
 Live Oak Police Dept
 8001 Shin Oak
 San Antonio TX 78233
 653-0033
 590-4607

Arthur Garcia
 Judson ISD Police Dept
 202 School St
 Converse TX 78109
 659-9789
 659-9790

Rick Jamison
 Converse Police Dept
 PO Box 36
 Converse TX 78109
 658-2322
 658-2478

David Johnsen
 San Antonio ISD Police Dept
 1702 N. Alamo #101
 San Antonio TX
 78215-1213
 271-3124
 921-4799

Richard James
 Somerset Police Dept
 PO Box 356
 Somerset TX 78069
 830-622-5611
 830-429-3781

Fritz Bohne
 Helotes Police Dept
 PO Box 507
 Helotes TX 78023
 695-3087
 695-2123

Curtis Stewart
 Shavanno Park Police Dept
 99 Saddletree Rd
 San Antonio TX 78231
 492-9248
 492-2824

Carl Luddeke
 Castle Hills Police Dept
 209 Lemonwood Dr
 San Antonio TX 78213
 342-2341
 342-4525

Matthew Marshall
 Constable's Office, Precint 4
 4462 E. Houston Ste 100
 San Antonio TX 78220
 467-0026
 337-4217

Douglas W. Miller
 Kelly AFB
 206 Duncan Drive
 Kelly AFB TX 78241-5000
 925-8511

John Gage
 Northside ISD Police Dept
 5900 Evers Rd
 San Antonio TX 78238
 706-7616
 681-6080

Don Pawloski
 Hill Country Village Police Dept
 116 Aspen Lane
 San Antonio TX 78232
 494-3671
 490-8645

L. H. Sims
 University Hospital
 4502 Medical Drive
 San Antonio TX 78229
 358-2465

Ron Powlas
 Alamo Heights Police Dept
 6116 Broadway
 San Antonio TX 78209
 822-6433
 822-7111

Richard Prest
 Lytle Police Dept
 PO Box 743
 Lytle TX 78052
 830-709-3692
 830-772-3212

Charles Rodriguez
 Edgewood ISD Police Dept
 5358 W. Commerce
 San Antonio TX 78237
 444-4579
 444-4567

Mark Riffe
 Cibolo Police Dept
 PO Box 826
 Cibolo TX 78108
 659-1999
 659-1080

Scott Rubbin
 Fair Oaks Ranch Police Dept
 7286 Dietz Elkhorn
 Fair Oaks Ranch TX 78006
 459-4989
 458-4244

J. Page
 SA Police Dept
 214 W. Nueva
 San Antonio TX 78207
 207-7360
 207-4377

Jerry D. Smith
 Schertz Police Dept
 PO Drawer 1
 Schertz TX 78154
 658-5321
 658-0268

Maurice Rose
 SA Airport Police Dept
 9800 Airport Blvd
 San Antonio TX 78216
 207-3450
 207-3580

Bill Stannard
 Leon Valley Police Dept
 6400 E. Verde Rd
 San Antonio TX 78238
 684-3215
 684-6988

Robert Rowe
 ATF
 8619 Broadway, Ste 400
 San Antonio TX 78217
 805-2727
 805-2760

Don Taylor
 Grey Forest Police Dept
 118502 Scenic Loop Road
 Helotes TX 78023
 695-3261

Ruben Tejeda
 Constable's Office, Precinct 5
 1313 S. E. Military Dr #113
 San Antonio TX 78214
 462-8075
 922-5651

Rocky Wendrock
 Somerset Police Dept
 PO Box 356
 Somerset TX 78069
 622-5611
 651-4563

Mike Ullevig
 Olmos Park Police Dept
 119 W. El Prado Dr
 San Antonio TX 78212
 822-2000
 826-5008

G.E. "Buster" Birch
 Bexar County Justice Center
 300 Dolorosa St, 5043
 San Antonio TX 78205-3030

Timothy Walker
 37th SFS Lackland
 2269 McChord St
 Lackland AFB TX 78236-5133
 671-4123

Bob Christy
 Schertz/Cibolo/UC ISD
 1060 Elbel Rd
 Schertz TX 78154

Edward Zapata
 Southwest ISD Police Dept
 11914 Dragon Lane
 San Antonio TX 78252
 622-3455

Stewart Angell
 Trinity Univ Police Dept
 715 Stadium Drive
 San Antonio TX 78212
 999-7070
 999-8329

Milton Shoquist
 DEA
 10127 Morocco
 San Antonio TX 78216
 525-2930

Robert Bratten
 UTHSC Police Dept
 7703 Floyd Curl Drive
 San Antonio TX 78284
 567-2800
 615-0539

Ken McPhetters
 AANTF
 16646 Crested Butte
 San Antonio TX 78247
 590-1297
 590-8924

Raul Guerrero
 Incarnate Word College Police Dept
 4301 Broadway
 San Antonio TX 78209
 829-6030

Dennis Guyer
 Our Lady of the Lake Univ Police Dept
 411 SW 24th Street
 San Antonio TX 78207
 434-6711
 431-4063

P. C. Hambrick
 Tx Lutheran College Police Dept
 1000 W. Court St
 Seguin TX 78155
 830-372-8000
 830-945-6193

Terrie Hoffmann
 Alamo Comm College Police Dept
 201 W. Sheridan
 San Antonio TX 78204
 208-8191
 208-8192
 thoffman@accd.edu

Stephen M. Ramirez
 St. Marys Univ Police Dept
 1 Camino Santa Maria Box 70
 San Antonio TX 78228
 436-3472
 431-6757

George Powers
 UTSA Police Dept
 6900 N Loop 1604 W
 San Antonio TX 78249
 458-4989
 458-4244

Ross Burnett
 Yellow Freight Systems
 111 Gemblar Rd
 San Antonio TX 78219

Bill Cain
 Watkins Motor Lines
 975 E. Southcross
 San Antonio TX 78214

Richard Miyauchi
 Walmart Stores, Inc.
 3900 IH 35 N
 New Braunfels TX 78247

Rick Jones
 UPS
 6400 Seven States Blvd
 San Antonio TX 78244

Marc Miles
 US Stars
 147 Seale Rd
 San Antonio TX 78219

Joseph Antee
 Stagecoach Carriage and Distribution
 121 Interpark #1107
 San Antonio TX 78216

Rick Staller
 Bee Trucking
 9540 Ball Street
 San Antonio TX 78217

Tracy Martino
 Ryder Trucking
 927 Coliseum Rd
 San Antonio TX 78219

Cliff Sorrell
 Ryder Trucking
 8305 N. Lamar Blvd
 Austin TX 78753

Ben Pucci
 Big Ben Transport Svcs, Inc
 8502 Timber West
 San Antonio TX 78250-4209

Nestor Moreno
 R&L Carriers
 4202 Hwy 90 E
 San Antonio TX 78217

Mike Roland
 Bright Trucking Leasing
 139 Gembler
 San Antonio TX 78219

Jorge Collazo
 Penske Truck Leasing Co LP
 3641 E. Houston St
 San Antonio TX 78219

Jeff Skokan
 C. H. Robinson Company
 500 NE Loop 1604 Ste 205
 San Antonio TX 78232

Jerry G. Craig
 Parkway Transport (HEB)
 PO Box 18020
 San Antonio TX 78218-0020

Robert Hamilton
 AAA Cooper Transportation
 5855 Bicentennial Dr
 San Antonio TX 78219

Marvin Black
 ABF Freight System
 4354 Director Dr
 San Antonio TX 78219

Blake Hastings
 Free Trade Alliance
 203 S. St. Marys Ste 130
 San Antonio TX 78205
 210-229-9036
 229-9724

Lou Valdez
 SAIA Motor Freight Line
 3001 Seguin
 San Antonio TX 78219

Lorelei Rodriguez
 Emery World Wide
 10536 Sentinel Dr
 San Antonio TX 78217

Bill Lucas
 Bekins/EDC Moving Systems
 3703 N. Pan Am Expressway
 San Antonio TX 78219

Richard Garcia
 Freightliner of San Antonio
 8700 IH 10 East
 San Antonio TX 78220-0410

Nelson Grona
 Bear Oil Co
 12015 North Loop Rd
 San Antonio TX 78216

Joseph Buckley
 Eagle Global Logistics
 10305 Wetmore Dr
 San Antonio TX 78216

Tom Delgado
 Fiesta Warehousing and Distribution
 4221 Director Dr
 San Antonio TX 78219

Steven Flink
 Pacific Logistics
 11850 Center Rd
 San Antonio TX 78233-9303

Kelly Crunk
 TNRCC
 14250 Judson Road
 San Antonio TX 78233-4480
 210-403-4051
 210-545-4329
 kcrunk@tnrcc.state.tx.us

Dennis M. Meier
 SAFD Fire Station #11
 610 S. Frio
 San Antonio TX 78207
 207-6011
 603-8970 pager
 dmeie!ci.sat.tx.os

Rodney Homer
 FBI
 615 E. Houston St, Room 200
 San Antonio TX 78205
 225-6741

Raul Cadena
 Alamo Comm College District
 201 W. Sheridan
 San Antonio TX 78204-1429
 521-3203

Mike Nelson
 USAA
 9800 Fredricksburg Rd
 San Antonio TX 78288
 913-4474
 mike.nelson@usaa.com

Richard Hayward
 12 SSF Randolph
 925 3rd Street West Bldg 235
 Randolph AFB TX 78148
 652-5509
 richard.hayward@randolph.af.mil

C. K. Hart
 Austin Police Dept
 715 E. 8th St
 Austin TX 78701
 512-974-5441
 ck.hart@ci.austin.tx.us

John Gray
 Trinity University
 715 Stadium Dr
 San Antonio TX 78212
 99-8325
 jgray@trinity.edu

W.A. Rohmer, Jr.
 TxDOT
 4615 NW Loop 410
 San Antonio TX 78229
 210-615-5867

George A. Guerra
 TxDOT
 7395 Old Pearsall Rd
 San Antonio TX 78252
 623-4431

Brian Fariello
 Trans Guide
 3500 NW Loop 410
 San Antonio TX 78229
 731-5247
 bfariel@dot.state.tx.us

Rodolfo Musquiz
 UTHSC Police Dept
 7703 Floyd Curl
 San Antonio TX 78284
 567-2792
 muzquiz@uthscsa.edu

Rene Arredondo
 Texas Transportation Institute
 3500 NW Loop 410 Ste 315
 San Antonio TX 78229
 731-9938
 r-henk@tamu.edu

Kevin Riedel
 Kirby Fire & EMS
 115 Bauman St
 Kirby TX 78219
 661-2612
 klr803@hotmail.com

Brad Mills
 Northside ISD Police Dept
 7524 Mainland
 San Antonio TX 78250
 706-7616
 bradmills@nisd.net

Mike Pirtle
 TxDOT
 6550 Walzem Rd
 San Antonio TX 78239
 653-1580

Curtis Rayl
 12 SSF Randolph
 925 3rd Street West Bldg 235
 Randolph AFB TX 78148
 652-5509
 curtis.rayl@randolph.af.mil

Brian Swiff
 Bexar County Fire Dept
 203 W. Nueva #302
 San Antonio TX 78207
 335-0300
 335-0330

Bubba Needham
 TxDOT
 PO 15426
 Austin TX 78761-5426
 512-832-7053

Chris Varelas
 SAFD Communications
 214 W. Nueva
 San Antonio Tx 78207
 207-8403
 cvarelas@ci.sat.tx.us

Homer Emery
 SAWS Local Emergency Planning Committee
 PO Box 2449
 San Antonio Tx 78298-2449
 704-7284
 hemery@saws.org

Stanley R. Shropshire
 USAA
 9800 Fredricksburg Rd
 Bldg B-S-E
 San Antonio Tx 78288

Rick Lundberg
 Texas Towing Company
 825 Morales
 San Antonio Tx 78207
 220-1000
 rlundber@roadone.com

John O'Laughlin
 P.B. Farradyne
 999 Third Avenue, Ste 2200
 Seattle WA 98104
 206-382-5265
 206-382-5222
 olaughlin@pbworld.com

Mario Ward
 Northeast ISD
 8961 Tesoro Dr Ste 209
 San Antonio TX 78217
 804-7238, ext 244
 mward@neisd.net

Duane Hartmann
 P.B. Farradyne
 1175 Katy Freeway, Ste 600
 Houston Tx 77079
 281-589-4871
 281-558-7282
 hartmann@pbworld.com

Steven Venglar
 TTI
 1106 Clayton Lane, Ste 112W
 Austin TX 78723
 512-467-0946
 s-venglar@tamu.edu

Walter Kraft
 P.B. Farradyne
 One Penn Plaza
 New York NY 10119
 212-465-5724
 212-465-5442
 hartmann@pbworld.com

Douglas Skaggs
 SAPD Wrecker Service Unit
 442 Ninth Street
 San Antonio Tx 78205
 207-7643

Arland (Ted) Smith
 P.B. Farradyne
 3201 West Commercial Blvd, Ste 211
 Ft Lauderdale FL 33309
 954-714-8081
 954-714-6979
 smithar@pbworld.com

E. P. Flores
 SA Police Dept
 214 W. Nueva
 San Antonio TX 78205
 207-7313

Mike Ogden
Klotz Associates
1160 Dairy Ashford, Ste 500
Houston Tx 77079
281-589-7257
281-589-7309
mike.ogden@klotz.com

Billy D. Lord
TxDOT NW Maint
4615 NW Loop 410
San Antonio Tx 78229
615-6052

BEXAR COUNTY POLICE CHIEFS

Chief Larry Anders
Schertz/ Cibolo/ UC ISD P.D.
1060 Eibel Road
Schertz TX 78154
945-6190
945-6193

Maj. Shawn Reilly
925 3rd Street West
Randolph A.F.B., TX 78150-4504
652-5500

Chief Stewart Angell
Trinity University P.D.
715 Stadium Dr.
San Antonio TX 78212
999-7070
999-8329

Chief Robert Axtell
Kirby Police Dept.
4130 Ackerman Road
San Antonio TX 78219
661-8515
661-3934

Roderick L. Beverly
FBI
615 E. Houston St.
San Antonio TX 78205
225-6741
302-8630

Chief Richard Bonn
San Antonio Park Rangers
600 Hemisfair Park Box 11
San Antonio X 78205
207-8590
354-0300

Capt. Elliot Graves
3307 North Road
Brooks A.F.B. TX 78235-5349
536-1816
536-4009

Chief Robert Bratten
U.T.H.S.C. Police Dept.
7703 Floyd Curl Dr.
San Antonio TX 78284
567-2800
615-0539

Saic Terre Tomblin, OSI
28 B Street W.
Randolph A.F.B. TX 78150-4158
652-2004
652-4265

Constable Charlie Campos, Jr.
218 S. Laredo, 1st floor
San Antonio TX 78207
335-2806
335-2704

Constable Jerry Connell
 6715 Bandera Rd.
 San Antonio TX 78238
 465-4405
 680-7281

Chief Donnie Davis
 Terrell Hills Police Dept.
 5100 N. New Braunfels
 San Antonio TX 78209
 824-7401
 822-2297

Robert L. Dean
 Southside I.S.D.
 1610 Martinez-Losoya Rd.
 San Antonio TX 78221
 626-3609
 626-9023

Crime Stoppers of S.A.
 P.O. Box 2333
 San Antonio TX 78298-2333
 212-4662
 228-0844

Chief Ron Edwards
 Hollywood Park Police Dept.
 #2 Mecca Dr.
 Hollywood Park TX 78232
 494-3575
 494-7859

Chief Bill Ewell
 Northeast I.S.D. Police Dept.
 10333 Broadway
 San Antonio TX 78217
 655-6859
 657-8787

Chief Max Garcia
 South San Antonio I.S.D. Police Dept.
 2515 Bobcat Ln.
 San Antonio TX 78224
 977-7270
 977-7034

Chief Raul Guerrero
 University of the Incarnate Word Police Dept.
 4301 Broadway
 San Antonio TX 78209
 829-6030

Chief Rick Gutierrez
 East Central I.S.D. Police Dept.
 7382 FM 1628
 San Antonio TX 78263
 649-2201 ext. 102
 649-1335

Chief Dennis Guyer
 Our Lady of the Lake University Police Dept.
 411 SW 24 th Street
 San Antonio TX 78207
 434-6711
 431-4063

Chief Sid Hall
 Selma Police Dept.
 9375 Corporate Dr.
 Selma TX 78154
 651-5368
 651-3272

Chief P.C. Hambrick
 TX Lutheran College P.D.
 1000 W. Court Street
 Seguin TX 78155
 (830) 372-8000
 (830) 945-6193

Chief Terrie Hoffmann
 Alamo Community College P.D.
 1601 North Main
 San Antonio TX 78212
 208-8191
 208-8192

Chief Mark Lackley
 Live Oak Police Dept.
 8001 Shin Oak
 San Antonio TX 78233
 653-0033
 590-4607

Chief Floyd Bryant
 Universal City Police Dept.
 P.O. Box 3008
 Universal City TX 78148
 658-5355
 658-0331

Chief David Johnsen
 San Antonio I.S.D. Police Dept.
 1702 N. Alamo, #101
 San Antonio TX 78215-1213
 271-3124
 921-4799

Chief Richard James
 Somerset Police Dept.
 P.O. Box 356
 somerset TX 78609
 622-5611
 429-3781

Chief Fritz Bohne
 Helotes Police Dept.
 P.O. Box 507
 Helotes TX 78203
 695-3087
 695-2123

Chief Curtis Stewart
 Shavano Park Police Dept.
 99 Saddletree Rd.
 San Antonio TX 78231
 492-9248
 492-2824

Constable Bob Lew
 8919 Tesoro Dr., Suite 301
 San Antonio TX 78217
 467-6294
 829-5826

Chief Carl Luddeke
 Castle Hills Police Dept.
 209 Lemonwood Dr.
 San Antonio TX 78213
 342-2341
 342-4525

Lt. Col. Jesse Coggins
 2404 N. New Braunfels, Bldg. 2550
 Ft. Sam Houston, TX 78234-5038
 221-1404
 221-9173

Chief Ernesto Riojas
 Harlandale I.S.D. Police Dept.
 632 W. Vestal
 San Antonio TX 78221
 321-4753
 921-4799

Chief John Gage
 Northside I.S.D. Police Dept.
 5900 Evers Rd.
 San Antonio TX 78238
 706-7616
 681-6080

Chief Richard Prest
 Lytle Police Dept.
 P.O. Box 743
 Lytle TX 78052
 (830) 709-3692
 (830) 772-3212

Chief Don Pawloski
 Hill country Village P.D.
 116 Aspen Lane
 San Antonio TX 78232
 494-3671
 490-8645

Chief Rick Jamison
 converse Police Dept.
 P.O. Box 36
 Converse TX 78109
 658-2322
 658-2478

Chief Al Philippus
 P.O. Box 83998
 San Antonio TX 78283
 207-7405
 207-4377

Robert Rowe, ATF
 8610 Broadway, Suite 400
 San Antonio TX 78217
 805-2727
 805-2760

Chief L.H. Sims
 University Hospital
 4502 Medical Drive
 San Antonio TX 78229
 358-2465

Chief Charles Rodriguez
 Edgewood I.S.D. Police Dept.
 5358 W. Commerce
 San Antonio TX 78237
 444-4579
 444-4567

Chief Ron Powlas
 Alamo Heights Police Dept.
 6116 Broadway
 San Antonio TX 78209

Chief Scott Rubin
 Fair Oaks Ranch Police Dept.
 7826 Dietz Elkhorn
 Fair Oaks Ranch TX 78006
 698-0990
 698-3565

Chief Stephen Ramirez
 St. Mary's University P.D.
 One Camino Santa Maria Box 70
 San Antonio TX 78228
 436-3472
 431-6757

Chief George Powers
 U.T.S.A. Police Dept.
 6900 N. Loop 1604 West
 San Antonio TX 78249
 458-4989
 458-4244

Chief Jerry D. Smith
 Schertz Police Dept.
 P.O. Drawer 1
 Schertz TX 78154
 658-5321
 658-0268

Chief Bill Stannard
 Leon Valley Police Dept.
 6400 El Verde Road
 San Antonio TX 78238
 684-3215
 684-6988

Chief Don Taylor
 Grey Forest Police Dept.
 118502 Scenic Loop Rd.
 San Antonio TX 78023
 695-3261

Constable Matthew Marshall
 4462 E. Houston St. Suite 100
 San Antonio TX 78220
 467-0026
 337-4217

Chief Kenneth Menn
 Balcones Heights P.D.
 123 Altgelt
 San Antonio TX 78201
 735-9212
 735-0411

Lt. Col. Christina Guerra, TABC
 4203 Woodcock, Suite 120
 San Antonio TX 78228
 736-4466
 735-4225

Chief Rocky Wendrock
 Somerset Police Department
 P.O. Box 356
 Somerset TX 78069
 622-5611
 651-4563

Chief F.R. Cain
 Windcrest Police Dept.
 8601 Midcrown
 San Antonio TX 78239
 655-2666
 946-1819

Lt. Col. Douglas W. Miller
 206 Duncan Drive
 Kelly A.F.B. TX 78241-5000
 925-8511

Chief Mark Riffe
 Cibolo Police Dept.
 P.O. Box 826
 Cibolo, TX 78108
 659-1999
 659-1080

Captain J. Page
 S.A.P.D.
 214 Nueva
 San Antonio TX 78207
 207-7360
 207-4377

Chief Edward Zapata
 Southwest I.S.D. Police Dept.
 11914 Dragon Lane
 San Antonio TX 78252
 622-3455

Ken McPhetters. AANTF
 16646 Crested Butte
 San Antonio TX 78247
 590-1297
 590-8924

G.E. "Buster" Birch
 Bexar County Justice Center
 300 Dolorosa St. Suite 5043
 San Antonio TX 78205-3030

Chief Arthur Garcia
 Judson I.S.D, Police Dept.
 202 School St.
 Converse TX 78109
 659-9789
 659-9790

Chief Maurice Rose
 S.A. Airport Police Dept.
 9800 Airport Blvd.
 San Antonio TX 78216
 207-3450
 207-3580

Constable Ruben Tejeda
 1313 S.E. Military Dr. #113
 San Antonio TX 78214
 462-8075
 922-5651

Chief Mike Ullevig
 Olmos Park Police Dept.
 119 W. El Prado Drive
 San Antonio TX 78212
 822-2000
 826-5008

Milton E. Shoquist, DEA
 10127 Morocco
 San Antonio TX 78216
 525-2900
 525-2930

Sheriff Ralph Lopez
 Bexar Co. Sheriff Office
 200 N. Comal
 San Antonio TX 78207
 270-6010

Sandra Mae Garcia, FBI
 Victim Witness Assistance Coordinator
 615 E. Houston St. Rm. 2000
 San Antonio TX 78205

Bob Christy
 Schertz/Cibolo/UC ISD
 1060 Elbel Rd.
 Schertz TX 78154

APPENDIX B INCIDENT RESPONDER SURVEY

APPENDIX B INCIDENT RESPONDER SURVEY

San Antonio Incident Management Plan Incident Responder Survey Instructions

Please complete the following survey. This survey will help identify the current, future budgeted and future non-programmed incident management response resources for your agency. Please bring the completed survey to the San Antonio Incident Management Plan Stakeholder Kickoff Meeting.

Below is a brief explanation of each category item.

Current – Existing allocation of the identified category item

Future Programmed – Future allocation of the identified category item currently budgeted

Non-Programmed – Identified needed allocation of the identified category item not currently budgeted or funded

Category 1 – Equipment – Equipment is defined as any piece of equipment (i.e., vehicle, heavy equipment such as a front end loader, traffic control devices such as cones, portable signs, absorbents, staged equipment, etc., used to assist in the managing of incidents.

Category 2 – Personnel – Personnel is defined as any person, full or part-time, with any level of responsibility of responding to or dispatching responders to an incident. Please list the skill sets of the personnel and their level (Senior Technician, Technician, Engineer, Senior Engineer, Engineer-in-Training, etc.)

Category 3 – Training – Training is defined as any formal or informal meeting or class dedicated to the sharing of information on responding to and handling of incidents.

Category 4 – Incident Management Policies and Procedures – List all current agency policies, practices and procedures relating to the response to incidents. Please include a copy of all written documents, written agreements and verbal arrangements between agencies.

**San Antonio Incident Management Plan
Incident Responder Survey**

Date:			
Agency:			
Completed By:			
Category	Current	Future Programmed	Non-Programmed
Category 1 - Equipment Type of Equipment			
Number of Equipment			
Equipment Capital Cost			
Equipment Operations & Maintenance Cost			
Type/Method of Communications			
Category 2 - Personnel			

**San Antonio Incident Management Plan
Incident Responder Survey**

Agency:

Completed By:

Date:

Category	Current	Future Programmed	Non-Programmed
Number of Personnel			
Skillset/Level of Personnel			
Labor Cost of Personnel			
Category 3 – Training Incident Management Training Program(s)			
Category 4 – Incident Management Policies & Procedures			

**San Antonio Incident Management Plan
Incident Responder Survey**

Agency:

Completed By:

Date:

Category Category 1 -Equipment Type of Equipment	Comments (Provide any comments below.)
Number of Equipment	
Equipment Capital Cost	
Equipment Operations & Maintenance Cost	
Type/Method of Communications	
Category 2 -Personnel Number of Personnel	



**San Antonio Incident Management Plan
Incident Responder Survey**

Agency:

Completed By:

Date:

Category

Skillset/Level of Personnel

Comments (Provide any comments below.)

Labor Cost of Personnel

Category 3 – Training
Incident Management
Training Program(s)

Category 4 – Incident
Management Policies &
Procedures



APPENDIX C STAKEHOLDER MEETING MINUTES AND NOTES

APPENDIX C STAKEHOLDER MEETING MINUTES AND NOTES

**San Antonio Incident Management Plan
IM Oversight Committee Kick-Off Meeting
VIA Metro Center Community Room
April 5, 2001**

Attendees: See attached sign-in sheet for persons and organizations.

Purpose of the meeting: The San Antonio Incident Management Plan Oversight Committee is responsible for the direction needed to develop and implement coordinated incident response, investigation, traffic management and cleanup on incidents occurring in the San Antonio area. The San Antonio Incident Management Plan Oversight Committee Kickoff meeting initiated the development of a formal San Antonio Incident Management Plan document.

Meeting Minutes:

Jeanne Geiger, San Antonio/Bexar County MPO Contract Administrator, opened the meeting by thanking all the attendees and stressing the importance of developing an incident management plan for San Antonio and Bexar County. Next, John Friebele, City of San Antonio Traffic Engineer, expressed his excitement about developing an incident management plan and his eagerness to get started. Following Mr. Friebele's comments, Pat Irwin, Texas Department of Transportation San Antonio District Transportation Operations Director, addressed the group by stating that he believes San Antonio is in a position to proceed to the next phase of formally documenting the incident management process. The workshops conducted in the fall 2000 were just the beginning and there has already been a major reduction (40%) in clearance times. The process must continue by putting the plan in writing and on paper with a clear understanding of everybody's needs and expectations.

The meeting was then turned over to the consultant team. Walter Kraft, PB Farradyne Senior Vice-President and Principal-In-Charge for this project, introduced the other consultant team members, John O'Laughlin, Arland T. Smith, Duane Hartmann, Mike Ogden, Linda Ximenes, and Sonia Jimenez.

Duane Hartmann of PB Farradyne then went over the scope and schedule for the Incident Management Plan Project. The team is in the process of completing the research and background information portion of the project. He explained the first stakeholder workshop would be held that afternoon and that all stakeholders received an Incident Responder Survey with their invitation to the meeting. This survey is a tool to get the stakeholders to think about equipment, other resources, and needs. John O'Laughlin, PB Farradyne's

Director of Incident Management Services, and Arland “Ted” Smith led the remainder of the meeting. Mr. O’Laughlin and Mr. Smith presented the key issues gathered from the incident management workshop conducted in San Antonio, in October 2000.

They also presented the team’s approach for developing an incident management plan. (See attached power point presentation.) Mr. O’Laughlin stressed the importance of documenting all agreements between agencies, training guidelines, and other conditions for the plan to insure continuity during political transition and with new administrations. Furthermore, this plan will establish the Measures of Effectiveness for evaluating future incident management. Therefore, it is important to establish a baseline for improvement. The baseline should be previous to the October 2000 incident management workshop. The following are the key issues presented and comments made during the presentation concerning the key issues.

Issue-Benchmarking Incident Response

- ◆ Most improvements will be responding to minor incidents because most accidents are minor. However, major accidents get the press.

Issue-Fatal Investigations

- ◆ Nothing has been done on this issue about minimizing fatal investigations (Tom Polonis)

Issue- Agency Communications

- ◆ Communications between small cities and City of San Antonio must occur to insure coordination (Tom Polonis)

Issue- Traffic Debris Removal

- ◆ The consultant team needs more information on this - What agencies are responsible for what type of removal? Are these hard and fast rules that no one bends?

Issue- Police Push Bumpers

- ◆ The City of San Antonio Police Department is asking for funding to get better push bumpers (Tom Polonis); possible funding sources include – CMAQ, STP, or NITSA funds

Issue- Medical Coroner

- ◆ The quick removal of body’s aids is reducing crash clearance times.

Issue- Crowd Control Issue

- ◆ No comments

Issue- Tower Involvement

- ◆ TxDOT Courtesy patrol system – the consultant team needs more info on how TxDOT and the City of San Antonio are sharing video. Pat Irwin mentioned that TxDOT has access to video in courtesy patrol vehicles and is sharing video with the City.
- ◆ City towing contractor has hazmat responsibility
- ◆ TxDOT wants to give video to hazmat responders
- ◆ IM Plan must identify definitions of responsibilities (Tom Polonis)
- ◆ Secondary incidents must be realized as the resultant of improper IM
- ◆ An example of the restrictions to the city towing contract and overcoming those restrictions - The 4/5/01 ramp closure - a load of fiberglass beads was on side of road. The incident was identified as debris in roadway. Current City towing contract didn't apply, however they cleaned it up. In future, TxDOT will have a contract.

Issue-Hazardous Materials

- ◆ County has hazmat contract (Carl Mixon)
- ◆ First responder Hazmat training - Unified command process

Issue- Traffic Control Cross Training

- ◆ DOT's have been taking lead in providing traffic control training for other responders
- ◆ Look at Texas Education Extension (TEEX) services provided through Texas A&M to see if they provide a traffic control course. If so, the course must be tailored to incident responders capabilities - don't teach a work zone safety class
- ◆ Ratio of responders that need to be cross trained in Traffic Control (some Fire Department (FD) ratios are 18:1) i.e., 1 out of every 18 FD responders needs to have TC training)
- ◆ Training is a major issue from a response and liability standpoint. Liability is a bigger issue for doing nothing rather than doing something.
- ◆ A suggestion was made to create a videotape to show to a variety of users at safety meetings, fire academies, etc. (Pat Irwin)
- ◆ Joint/Cross training in HAZMAT and Tank training could help in the lack of communication

Issue- Accident Investigation Sites

- ◆ Talk to adjacent property owners to see if their property can be used for investigation sites.

Issue- Construction Zones/Off duty officers at private driveways

- ◆ Officers working construction zones and private driveways are a real problem (Tom Polonis);
- ◆ The consultant team will address this issue in the plan (John O’Laughlin);
- ◆ The consultant team should provide a “balanced” approach to this issue that is acceptable to the officers working the construction zone or driveway (Tom Polonis)

Issue- Backup Units assigned duties by incident commander

- ◆ Assign a responsibility to the people responders at the scene, especially looking at activities away from the initial scene i.e. looking at the queue
- ◆ Sometimes the best plan is to let other agencies assist or even take over some tasks.

Issue-Construction Zone Closures

- ◆ Initial responders limit where they park because if they block a lane, they will inhibit other responders from getting to scene
- ◆ Special events and construction zones are incidents. We must include these as part of the IM Plan
- ◆ Get incident management involved in TCP project planning stage

Issue-Animal/Debris Removal

- ◆ Bexar County sheriff says it desperately needs an animal removal unit

Issue-Alternate Route Planning

- ◆ This is a need

Issue-Special Events

- ◆ TxDOT Ice Plan - got positive comments but many didn’t understand the plan. There is a need for more training.

GENERAL ISSUES

- ◆ There is a need for media training-news/traffic media directors are wanting information about how they can help and not get in the way
- ◆ Possible solution to disseminate information to the public is the use of a low power FM traffic channel operated by DOT or use the emergency broadcast system or Emergency Advisory Radio Broadcast System.
- ◆ TransGuide web page has link to SA police computer for incidents

- ◆ TxDOT environmentalist feels that this IM Plan is a way to go around HAZMAT rules. (Pat Irwin) The recommendations in the plan shall not disregard current laws and regulations. Keep LAPC involved. (Carl Mixon)
- ◆ Public Awareness-The consultant team will look at developing information to give to Agency's upper management. This assignment will include developing a story line/press release - media participation at the final meeting for this project for PR benefits. (Note: the current project scope and budget does not include this activity.)
- ◆ A current Texas legislature house bill (House Bill 2750), if passed will limit or eliminate city liability to move accidents. The City of San Antonio Police Department (Tom Polonis) is pushing for this bill.
- ◆ Upon completion of the presentation and after all comments were made, Mr. Hartmann took a few moments to discuss next steps. The next meeting is tentatively scheduled for mid-June 2001 for a progress update. July 13, 2001 a draft of the framework for the plan should be ready for review. The first draft of the plan will be ready for review early August and the plan should be complete by the end of August 2001.
- ◆ Incident Management websites - <jackatlionville.org> and <firehouse.com> give daily incident reports for the United States

San Antonio - Bexar County



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Councilman Tim Bannwolf, Chairman
Commissioner Lyle Larson, Vice Chairman
Janet A. Kennison, Administrator

**Incident Management Plan
Oversight Committee Meeting
Kick-off Meeting
April 5, 2001**

<u>Name</u>	<u>Affiliation</u>
<u>bb</u> Bud Baker	Bexar County Sheriffs Dept
<u>JF</u> John Friebele, P.E.	City of San Antonio Public Works Dept.
<u>IG</u> Ish Garza, P.E.	City of San Antonio Public Works Dept.
<u>JG</u> Jeanne Geiger	San Antonio-Bexar County MPO
<u>RG</u> Rick Gomez	San Antonio-Bexar County MPO
<u>RH</u> Richard Higby	Bexar County Public Works Dept.
<u>PI</u> Pat Irwin, P.E.	Texas Dept. of Transportation
<u>JK</u> Janet Kennison	San Antonio-Bexar County MPO
<u>CM</u> Carl Mixon	Bexar County Fire Dept. /LEPC/EMC
<u>LP</u> Larry Parker	VIA Metropolitan Transit
<u>TP</u> Tom Polonis	San Antonio Police Dept.
<u>DH</u> Duane Hartmann	PB Farradyne
<u>SJ</u> Sonia Jimenez	Ximemes & Associates
<u>JO</u> John O'Laughlin	PB Farradyne
<u>MO</u> Mike Ogden	Klotz Associates
<u>LX</u> Linda Ximenes	Ximenes & Associates
<u>TS</u> TED SMITH	PB FARRADYNE
<u>WK</u> WALTER KRAFT	PB FARRADYNE

1021 San Pedro, Suite 2200 - San Antonio, Texas 78212 - (210) 227-8651
TDD 1 (800) 735-2989 - FAX (210) 227-9321
sa-bcmpo@txdirect.net

**San Antonio Incident Management Plan
Stakeholder Workshop
VIA Metro Center Community Room
April 5, 2001**

Attendees: See attached sign-in sheet for names and organizations represented.

Purpose of the Meeting: The workshop provides a forum for the stakeholders involved with incident management in San Antonio to present their views, insights and issues. It provides the consultant team the opportunity to document the key issues that will be addressed in the final document.

Stakeholder Workshop Minutes:

Walter Kraft, PB Farradyne Senior Vice President and Principal-in-Charge for the San Antonio Incident Management Plan Project welcomed everyone and introduced the consulting team and MPO staff members. Next, Pat Irwin, Texas Department of Transportation San Antonio District Transportation Operations Director thanked everyone for attending and made opening remarks.

John O’Laughlin, PB Farradyne’s Director of Incident Management Services, and Arland “Ted” Smith, led the remainder of the meeting. Mr. O’Laughlin and Mr. Smith presented the key issues gathered from the incident management workshop conducted in October 2000. They also presented the team’s approach for developing the San Antonio incident management plan. (See attached power point presentation.)

Mr. O’Laughlin commended Captain Tom Polonis of the San Antonio Police Traffic Operations Department for his efforts and accomplishments since the October sessions. Captain Polonis discussed a recent overturned truck hauling peanuts. Captain Polonis stated that by utilizing strategies from the October 2000 incident management workshops clearance time was cut from a typical 6 hours to 2 hours. TransGuide observed a 40% reduction in clearance time.

In terms of creating an incident management plan for San Antonio and Bexar County, Mr. O’Laughlin stressed the importance of keeping a balanced approach. The safety of the responders and the motorists is the primary focus. The second focus will be on mobility. He proceeded to inform the group of the planning process for developing an incident management plan.

The PB Farradyne team is in the process of completing the background research. Mr. O’Laughlin encouraged attendees to submit any materials/documents that may be helpful in developing the plan to the team for review. In conjunction with this research, a resource list will be developed. This list will inventory all available equipment/resources to insure that recommendations introduced in the plan can be supported. Once the preliminary data is collected, there will be a series of stakeholder meetings and interviews, like this meeting, to gather input about incident management issues, get feedback on the draft plan, and to exchange information with policy makers. The last step in the process is to present the final plan to the oversight committee, comprised of the various entities necessary for successful execution of said plan, for approval.

The development of the plan will involve several components. The PB Farradyne team will develop uniform guidelines and capitalize on the procedures that are successfully used today. The plan will address resolution of institutional issues and implementation challenges. Priorities will set by consensus and the collective experience of the stakeholders will be utilized. The final draft of the plan will be introduced in late August 2001.

Mr. O’Laughlin and Mr. Smith presented the incident management issues noted at the October 2000 workshop. (See attached Power Point presentation.) The following are comments collected from the group with regard to incident management issues in the San Antonio - Bexar County region.

- ◆ Public and emergency vehicles are ignored by motorists when these vehicles are responding to the scene – one solution is to provide public service announcements on this topic
- ◆ Aggressive drivers – SAPD has aggressive drivers programs using expressway officers and unmarked cars to spot them; need a public awareness campaign – possibly USAA sponsored with brochures and information; reduction in congestion as a prevention strategy.
- ◆ Clearance times have improved – better communications between agencies
- ◆ Clearance times at night and early morning need to be improved.
- ◆ Fatal crash investigations take too long
 - Response from central station – can’t get to the within a hour
 - Waiting on officers to get there – have to be sure measurements are accurate
 - Average 2-3 hours and longer at night
 - Working on way to get it marked and be able to come back when there is less traffic

- Need to look at new technology
- ◆ First responders need to know how to handle initial issues
- ◆ Need coordination among agencies
- ◆ Communications among agencies – at the scene and by radio
 - Outside agencies – frequencies and terminology different
 - Radio protocols and terminology, 10 code, etc.
 - Get information
 - Would like system that let incident commander recognize lead person from other agencies for better communication
 - Green light on top to show who's in command
 - How to identify key personnel or incident commanders on scene
 - Cellular telephones for first responders will enable communications
 - Notification guide or master phone list at a minimum – Incident Management Yellow Pages
 - Incident command training – training on the command system; unified command system is different for traffic situations
 - If information is obtained, the responders are able to make good decisions; if not, take risks are taken
 - A unified command system reflects the coordination of various sets of expertise.
 - Unified incident command used on spill downtown; incident command system is different because input is collected from all expertise on the ground
 - Law enforcement needs more training in incident command – fire department already has training. The incident command structure needs to be identified.
 - Need to be sure people understand it
- ◆ Debris removal
 - Need for procedure
 - Possibly contract Courtesy Patrol and work with police to clear to shoulder and pick up at later time
 - Coordinate with police
 - Dead animals on freeway – would like to see quicker response; could work with police. The TxDOT Courtesy Patrol doesn't remove the animals. They only will move them to the side of the road.
- ◆ Motorists need more information on Intelligent Traffic System
- ◆ Push bumpers not adequate
 - Ongoing problem

- Don't want to spend money on them
- ◆ Police leave tower without any traffic control
 - Traffic control is more critical during longer incidents
 - Training in traffic control
 - Supposed to stay on scene until vehicles removed; more with patrol, but not big problem; need awareness of upgraded traffic control as emergency diminishes.
- ◆ Develop regional incident management team; add construction incident management
- ◆ Crowd control at major crashes
- ◆ Towers need better, more detailed information to bring right equipment to the scene
- ◆ Secondary responders delayed
 - To get to investigations to fatal crashes
 - Notification to TXDOT about damage to highway
 - Adjacent jurisdictions – traffic signal adjustments
 - Hazardous material disposal – As result of training, police department and fire department have contracted hazardous material disposal to an environmental company – time saved has been outstanding
 - Expanded “debris” to include hazardous material, so contractor does it – 1/2 hour for personnel and 1 hour for equipment.
 - Sometimes not enough detail at fuel spills
 - Key is the emergency response – make sure that responders are able to respond efficiently
- ◆ Various tasks at crash not being done accurately – already working toward that
- ◆ Hazardous material and incident command training for all responders; County Sheriff's department has 16 hour training for all officers
- ◆ Incident Management must not conflict with hazardous material disposal laws (TNRCC)
- ◆ New policy for hazmat or environmental
 - Call out has recently been implemented
 - SA police/fire/towing companies (have short response times)
 - Warnings of water or other closures on rural roadway
- ◆ Cross-training for traffic control is needed
- ◆ Operating methods for freeways different from other roadways – good to have basic understanding of freeways
- ◆ Vehicle positioning training – need more training; currently, first come, first served
- ◆ Off-duty police working construction need policy
 - Uniformed police in construction not watching traffic
 - If signed liability for off-duty, SAPD will still be liable if officer is in uniform
- ◆ Tow trucks do not get attention same as police

- ◆ Quick clearance is not always practiced
 - If disabled, can be left in roadway; if drivable, then vehicle needs to be moved out of the way
 - Damage limitation of \$500
 - Injury requires immediate attention of doctor or hospital
- ◆ Filing incident reports an important activity to investigators at the scene
- ◆ Responder safety on freeways – parking for primary safety of the responders and still leave a lane open to traffic.
- ◆ Safety issues related to responder safety
- ◆ Low water crossings blocked off- very hard for school buses to turn around
- ◆ Need for alternate routing to be addressed in plan
- ◆ Provide media with correct information about incidents so they can disseminate this information to the public
- ◆ Rubbernecking
 - This is a problem – there has been an increase in police response to watch their backs at scene – fire department
 - Doing more traffic management on freeways
 - More responders than enough to do – see it as customer service opportunity
- ◆ Officers more aggressive about getting vehicles off road
- ◆ Need to improve on-site coordination; continued training good
- ◆ Understanding priorities of other agencies – agreed upon priorities
- ◆ Truck tires can be hazardous and distracting
- ◆ Liability training – insurance companies have risk management office and general liability as well- lots of lawyers
- ◆ Traffic signal coordination
 - Fredericksburg Road being used as a diversion now
 - Need to develop a plan to coordinate signals for route diversion – offshoot of this plan with guidelines for implementation
 - There is no current way of monitoring in the field
- ◆ Cellular phones are becoming a distraction to attentive driving
- ◆ Alternate routes needed for major incidents
- ◆ Maintenance should avoid peak periods – good handle on special events
- ◆ Ice plan reviewed annually
- ◆ People dying in traffic accidents – needs review because of organ donors
- ◆ Best to get most information at the scene so there is no need to reconstruct.
- ◆ There are a number of mutual aid contracts with the fire department
 - Catastrophic events
 - Would be willing to consider going into agreements if requested

- Don't want to do politically, let the oversight committee decide.

Upon completion of the presentation, all participants were offered a comment sheet for additional input and reminded to turn in the Incident Management Survey, which was mailed with the meeting notice. Mr. O'Laughlin thanked everyone for attending and the meeting was adjourned.



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Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Steven Venglar	TTI 1106 Clayton Lane, Ste. 112W Austin, TX 78723	(512) 467-0946	s-venglar@tam.u.edu
Det. Douglas Skaggs	SAAPD 4412 Wirth St SA 78205	207-7643	e/caggar@uic.com
EP Fivner	214 W Newell SA TX 78205	202-7313	Tutville@aol.com
ROBERT TUTTLE	222 Newell SAN ANTONIO, TX 78215	887-4921	Tutville@aol.com
STANLEY R. SHROPSHIRE	USAA 9800 FREDRICKS BOULE RD. S.A. TX, 78288 BUD6 (B-5-E)	913-1236	SHROPSHIRE@USAA.COM



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Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Michael T. Walsh San Antonio Fire Dept Haz Mat Response Team	# 35 7038 Culebra San Antonio, TX 78238	210-684-8668	hazmat@ci.sat.tx.us
Kelly L. Grunk	TX Natural Resource Conserv Comm, 14250 Tulew Road San Antonio, TX 78233	210/403-4051	Grunk at TAZCO, stat, tx, us.
Dennis M. Misk SA Fire Dept Technical Rescue Team	610 S. Frio SA TX 78207 #11's Fire Station	210/207-6011 210/603-8970 (Pager)	dmeier@ci.sat.tx.us
Joe Hamilton TX OPS -	6502 S. New Braunfels San Antonio, TX 78223	210 531-2203	Joseph.hamilton@txops, state.tx.us
John Burkholder TXDOT		615-5854	JBURKUSL@DOT.STATE, TX.US



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Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Rodney Homer FBI	615 E. Houston St. Rm 200 San Antonio, TX 78205	(210) 225-6741	
Paul Cardone Award. comm call. DIST	201 W. Sauerbaw S.A. Tx.	(210) 511-3203	
Mike Nelson USAA	9800 Frud. Rd San Antonio, TX 78288	(210) 913-4424	Mike. Nelson @ USAA.com
Richard Hayward	Randolph Air Force Base	210-652-5509	Richard.Hayward @ randolph.af.mil
LT. C.K. "Ceil" Hart	Austin Police Dept. 715 E. 8th St. Austin, TX 78701	(512) 974-5441	ck.hart @ ci.austin.tx.us



San Antonio-Bexar County

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NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
<i>John Gandy</i>	<i>215 S. Williams St 78202</i>	<i>999-8335</i>	<i>john.gandy@community.edu</i>
W. A. ROYMER JR	4615 NW Loop 410 SAN ANTONIO TX 78229	210.615.5867	
George A Guerra	1395 Old Pearisville 78252	623-4431	
Brian Farrell	3500 NW Loop 410 San Antonio TX 78229	210 731 5247	bfarrell@dot.state.tx.us
Rodolfo Muzquiz	7703 Floyd Curl S.A, TX 78215	210 567-2792	Muzquiz@UTHS.csa.edu



metropolitan planning organization

Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Russell Henk	3500 NW Loop 410 SUITE 315 S.A., TX 78229	(210) 731-9938	R-HENK@TAMU.EDU
Rene Arredondo	"	"	R-ARREDONDO@TAMU.EDU
ROBERT AKTELL	413D ACKERMAN RD. KIRBY, TX. 78219	210-661-8515	



metropolitan planning organization

Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Arnulfo Romirez	4015 NW Loop 410 SA TX 78229	731-5222	ARNULFO.ROMIR@TX. US
Kevin Riebel	115 BAUMANN ST. KIRBY TX, 78219	661-2612	KLR 803 @ ATMAIL.com
Billy ALORD	4615 NW Loop 410 SA TX 78229	615-6052	TXDOT Northwest Maint
Gilbert SANDERS	4615. NW Loop 410 SAT 78229	615-5863	TXDOT Courtesy Patrol
Lt. Brad Mills Northside ISD Police	7524 Mainland San Antonio, TX 78250	706-7616	BradMills@nisd.net



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metropolitan planning organization

Incident Management Plan Workshop, Thursday, April 5, 2001

NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Terrie Hoffmann	201 W. Sheridan Acad DPS	208-8191	Thoffman@Acad.EDU
Richard Hays		335-6785	
Tsgt Curtis Rayk	Bldg 235 Randolph AFB TX 78150	652-5509	Curtis.Rayk@randolph.af.mil
MKS PRTZ	6550 Walyan Rd S.A. TX 78239	210 6531580	
Brian Simiff	203 W. Nueva Ste 302 S.A. TX 78207	210-335-0300	



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metropolitan planning organization

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NAME (please Print)	ADDRESS & ZIP CODE (please Print)	PHONE #	Email Address
DAVID JOHNSON	SAN ANTONIO ISD POLICE	211-3124	
Barbara Needham	TXDOT	(512) 832-7053	
PA → Ken	TXDOT	210.231.5244	
Mike Miller	SAFID	210-207-8580	miller@ci.safid.tx.us
Chris Varelas	S.A.F.I.D.	207-8403	Cvarelas@ci.safid.tx.us



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NAME (Please Print)	ADDRESS & ZIP CODE (Please Print)	PHONE #	Email Address
Homer Emery	San Antonio Water System - Local Emergency Planning Committee	704-72841	hemery@SAWS.org
Ismael Garza	CoSA Innovative & Strategic 18229	733-4574	ifgarza@ci.san-tx.us
Rick Lumbreeg	TEXAS TRAINING	220-1000	rlumbreeg@DORADO.NE.COM
Ernest Rojas	Harlandale ISD PO Box 632 W Vestal 78221	921-4757	ernie.rojas@harlandale.k12.tx.
Mario Ward	North East ISD 8961 Tesoro Dr. Suite 309 San Antonio, TX 78217	804-7338-6434	MWARD@NEISD.NET

APPENDIX D SUMMARY OF ISSUES FROM SAN ANTONIO ADVANCED INCIDENT MANAGEMENT WORKSHOPS

SUMMARY OF ISSUES FROM SAN ANTONIO ADVANCED INCIDENT MANAGEMENT WORKSHOPS

October 23-25, 2000

During the three sessions for experienced responders held in San Antonio, the 219 attendees provided concerns about current operations. The following list was developed entirely from their input.

- Public and Emergency vehicles are ignored by motorists
- Aggressive drivers are a danger to all responders
- Clearance times can be improved
- Fatality crash investigations take too long
- First responders must know how to handle initial issues at incidents
- Communications is a problem between agencies
- Debris removal can be hazardous
- Motorists need more education about ITS
- Police push bumpers are poorly constructed
- Police sometimes leave towers at crash scenes without traffic control
- Crowd control at major crashes can be a problem
- The towers need better details to make sure they bring the right equipment
- Call outs for secondary responders are often delayed
- Tasks at crash sites are not done concurrently
- Hazardous Materials and Incident Command training is needed for all responders
- Cross training for traffic control is needed
- Operating methods for freeways are different from other roadways
- Vehicle positioning at incidents can be improved through multi-agency training
- Heavy truck crashes are a challenge for traffic control and clean up
- Police working off duty in construction need a policy for safe operation

Quick clearance is not always practiced

Reports are too important and finishing them is more important than opening lanes

Responder safety must be improved on freeways

Motorists "Rubbernecking" causes congestion and danger to responders

Patrol officer should be more aggressive about moving crash vehicles out of the roadway

"Who is in charge of what" is an issue on major crashes

On-site coordination needs improvement

Back up units should be assigned duties by the Incident Commander

Secondary crash prevention should be emphasized to all responders

Motorists information is good and is important

Construction zone incidents are a special challenge due to lack of shoulders

Understanding the priorities of other agencies training is needed

Truck tires on the roadway cause hazards and distractions

Liability training is needed for all responders

Traffic signal coordination can help when roads are restricted by incidents

Abrasives used for icy roads are causing a large number of broken windshields

Cellular telephones are a major distraction

Animal removal procedures need improvement

Alternate routes needed for major incidents

Maintenance should avoid peak periods

The ice plan should be reviewed every year and new employees made aware of it