



National Transportation Safety Board

Washington, D.C. 20594

Office of Railroad, Pipeline and Hazardous Materials Investigations

Emergency Response

Group Chairman's Factual Report of the Investigation

Atmos Energy Corporation

Natural Gas-Fueled Explosion During Routine Maintenance

Farmersville, Texas

June 28, 2021

NTSB Investigation No.:

PLD21FR002

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Table of Contents

A.	Group Members	2
B.	Accident Summary	3
C.	Emergency Response	3
C.1	Atmos Response.....	4
C.2	Local, State and Federal Emergency Response	5
D.	Unincorporated Areas	8
E.	Emergency Response Training	8
F.	Emergency Response Procedures	10
F.1	Government Agencies.....	10
F.1.1	Collin County Fire Marshal	10
F.1.2	Farmersville Fire Department.....	11
F.1.3	Collin County Sheriff's Office.....	11
F.2	Pipeline Operator and Contractors.....	12
F.2.1	Atmos Energy	12
F.2.2	Bobcat Contracting	13
F.2.3	FESCO	13
	List of Attachments	15

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B. Accident Summary

For a summary of the accident, refer to the *Accident Summary* report within this docket.

C. Emergency Response

On June 28, 2021, two Atmos Energy (Atmos) employees, both Senior Field Construction Coordinators (hereinafter referred to as “Atmos Sr. FCC A” and “Atmos Sr. FCC B”), were on scene supervising a routine maintenance activity involving the insertion of an in-line inspection tool (pig) into a natural gas (gas) launcher at an Atmos Energy facility, Line D17-9 and D17 Junction Lot in Farmersville, Texas.¹ The work was conducted by five contract workers; two were from FESCO Ltd (FESCO) and three from Bobcat Contracting L.L.C. (Bobcat). Around 3:35 p.m., the pig ejected from the pipeline, killing two of the workers, one from FESCO and one from Bobcat, while injuring two others.



Figure 1: Accident Scene Photograph on June 28, 2021 (Courtesy of Wylie Fire Department)

¹ A launcher is the portion of the pipeline facility used to insert in-line inspection tools, commonly referred to as pigs, into a pipeline.

C.1 Atmos Response

Atmos Sr. FCC A told NTSB that he attempted to call 911 but was having trouble with his phone because its screen was getting wet from the rain. He reported seeing that Atmos Sr. FCC B had already contacted 911. He then called his supervisor, an Atmos Operations Supervisor. Cell phone records indicated that Atmos Sr. FCC A attempted to make outgoing calls at 3:36 PM and successfully made an outgoing call at 3:37 PM. He then went to assist the injured.

The Atmos Sr. FCC B called 911 dispatch at approximately 3:35 p.m. and reported two people unconscious and not moving. He reported seeing a “flash of gas that exploded out of the end of the pipe.” He also reported to 911 dispatch, that workers were loading a pig into the launcher until the pig was “seated,” and afterwards began to back away from the launcher when ignition occurred.² Atmos Sr. FCC B also reported that the flare, located several yards away, was left open, “so that any bleed by gas could go through it to get out.” He also stated on the call, that before loading the pig launcher, they had “flared the gas off.”

Atmos Sr. FCCs A and B interacted with the first arriving emergency responder, the Collin County Assistant Fire Marshal. The Assistant Fire Marshal asked Atmos Sr. FCC A if natural gas was present. The Atmos Sr. FCC A said no at first, but then said he did not know but did not think so. The Assistant fire marshal responded, by saying that he didn’t smell gas or hear it releasing. Atmos Sr. FCC A then instructed Atmos Sr. FCC B and another Bobcat employee, the Foreman, to close and secure the launcher door and leave the flare stack open and venting; the Assistant Fire Marshal reported to NTSB that Atmos did close the door. Atmos Sr. FCC A then informed the Assistant Fire Marshal that the area was safe.

The Atmos Operations Supervisor, who was notified by Atmos Sr. FCC A, reported the accident to the next level of Atmos leadership, the Operations Manager. A “possible reportable incident” was then communicated through management to the Atmos Director of Operations and the Atmos Vice President of Operations.³ The Atmos Director of Operations later learned it was a reportable incident and then notified the Atmos Director of Compliance, who then called the

² Workers push the pig into the pipeline until it is “seated” or located in the correction position. The pig is then then ready to be launched through the pipeline.

³ The term *reportable incident* describes events that meet the Pipeline and Hazardous Materials Safety Administration’s definition of incident in Title 49 *Code of Federal Regulations* 191.3.

National Response Center at 4:40 p.m. and the Railroad Commission of Texas (RRC) at 4:44 p.m.

The Atmos Director of Operations then mobilized two operations supervisors and a compliance supervisor, to respond. One of the operations supervisors was designated as Atmos' Incident Commander and arrived at the site at 4:30 p.m. He identified himself to law enforcement and the fire department, who then restricted his access, due to the ongoing law enforcement investigation. An Atmos survey technician was also mobilized and arrived on scene around 5:35 p.m. However, he was not allowed access to the site by law enforcement until the RRC arrived on scene and requested a leak survey. Approximately 6:18 p.m., two RRC inspectors contacted the Atmos survey technician and began the initial leak survey with a remote methane leak detector (RMLD). He detected two above ground gas indications near the regulator equipment on the north side of the junction lot. A combustible gas indicator (CGI) was used to further evaluate those leaks and they were determined to be non-hazardous. A second leak survey conducted later in the evening utilizing the RMLD, indicated gas near the flare stack. The site was deemed safe and absent of a hazardous gaseous atmosphere.⁴

C.2 Local, State and Federal Emergency Response

On June 28, 2021, a 911 call was received by Collin County Sheriff's Office (CCSO) emergency dispatch, at 3:35 p.m., regarding an "explosion at a pipeline" that occurred at 14710 FM 2756, Farmersville, Texas at an Atmos Energy natural gas facility. The first responder on scene was the Collin County Assistant Fire Marshal, who was closest to the accident site and arrived at 3:41 p.m. He was the first of the emergency responders to interact with the Atmos employee, Atmos Sr. FCC B, who told him there were four injuries, two of them were serious. The Assistant Fire Marshal informed the NTSB that he asked the Atmos employees if it was safe to approach. They told him it was, and he proceeded to assist the injured. He approached the two most severely injured, who were unconscious, checked their pulses, and determined that they were deceased. He then assisted the two other injured workers who were conscious, one of which

⁴ Natural gas has a flammability range of approximately 5 to 15 percent in air. When the concentration of gas is detected in this range, a hazardous condition exists.

was observed to have facial burns. He then placed the burned worker in an air conditioned, pickup truck that was already at the site.

The Farmersville Fire Department responded with a single fire engine, the Fire Chief and one other firefighter, arriving at 3:46 p.m. The Fire Chief then requested three other firefighters to respond from their own vehicles. Dispatch told the Fire Chief that there was no active fire before he arrived, however, he checked in with the Assistant Fire Marshal to ensure there was no active gas leak or fire, who said one did not exist. He additionally asked an Atmos employee if the gas was shut off, who informed him that everything was secure. The Farmersville Police Chief also responded to the scene at that time.

A State Trooper from the Texas Department of Public Safety and a Patrol Deputy responded to the scene, arriving at 4:19 p.m. They requested a chaplain and secured the area with police tape. According to a CCSO dash camera and interviews, all emergency responders parked their vehicles outside the fenced area of the junction lot. No firefighters were observed wearing Self-Contained Breathing Apparatus (SCBA) on scene. No gas monitoring was performed by any of the emergency responders, or by the Atmos employees who were onsite, when the accident occurred. While on scene, some of the emergency responders told NTSB investigators they did smell gas, while others did not.

A contracted ambulance service, American Medical Response (AMR), arrived with two ambulances, between 3:48-3:53 p.m. and transported the two injured persons to the Medical City McKinney Hospital; one was released the same day and the other was admitted into the burn unit and released the next day. After the injured were attended to, the Assistant Fire Marshal requested that the CCSO Criminal Investigation Unit (CIU) respond, and the Wylie Fire Department (WFD) fire arson investigator to document the scene with a drone. Both arrived around 4:30 p.m.

Discussions concerning jurisdiction took place between the Assistant Fire Marshal and a Sergeant with the CIU. The site was in an unincorporated area of Collin County and both organizations were unsure who had control over a natural gas accident. They decided this was not the typical fire the fire marshal's officer would investigate, which normally involves a house fire or fire-related death. They both agreed this was more of an "industrial" accident. The Assistant Fire Marshal reported to the NTSB that since the incident was not an active fire scene,

it would be more appropriate for CCSO to investigate. He also stated that the CCSO criminal investigators had more resources to manage the scene.

CCSO criminal investigators assumed control of the investigations by documenting the scene, identifying the victims to notify next of kin. They also requested assistance from the Federal Bureau of Investigation (FBI), who arrived on-scene with six investigators. The FBI later determined that no criminal activity had occurred.⁵ A CCSO Criminalist also arrived and took photographs and measurements on-scene. After being informed the scene was safe to operate in, she photographed all equipment, including the pig, which had no observable fire damage. She also noted a fire extinguisher laying on the ground near the pipeline.

After the CCSO finished processing the scene, law enforcement turned the scene over to Atmos Energy at 9:15 p.m. The gas company, in conjunction with the RRC, performed a site safety survey, which confirmed a non-hazardous atmosphere. A team of three personnel were sent to conduct a safety assessment of the site, which involved a visual inspection of the valves on the pipeline to ensure they were in its closed position⁶. Upon completion of the survey, the site was secured for the night at 9:48 p.m.

The following local, state, and federal agencies responded to the scene:

Collin County Fire Marshal's Office (CCFMO)
Collin County Sheriff's Office (CCSO)
Farmersville Fire Department (FD)
Farmersville Police Department (PD)
Wylie Fire Department (WFD)
Texas Highway Patrol, Department of Public Safety
Federal Bureau of Investigation
Railroad Commission of Texas
Occupational Safety and Health Administration
Pipeline and Hazardous Materials Safety Administration

See Attachments 1 through 11.

⁵ The FBI's investigative authority covers domestic and international terrorism, foreign counterintelligence, cybercrime, public corruption, civil rights, organized crime/drugs, white collar crime, violent crimes, and major offenders. FBI investigations can be conducted in concert with other law enforcement agencies or as part of joint task forces.

⁶ The RRC is a state agency with regulatory jurisdiction over the oil and natural gas industry, pipeline transporters, natural gas and hazardous liquid pipeline industry, natural gas utilities, the LP-gas industry and coal and uranium surface mining operations.

D. Unincorporated Areas

Unincorporated areas are managed by county authorities in Texas. CCSO and the CCFMO has authority over the unincorporated areas of Collin County, which is inhabited by approximately 53,000 people.⁷ The accident location is in an unincorporated area of Farmersville, which resides in Collin County. Farmersville PD and FD responded to the accident since it was located within their fire district.⁸

E. Emergency Response Training

CCFMO is a law and fire code enforcement agency that includes a Fire Marshal, Assistant Fire Marshal, and two Deputy Fire Marshals. All are fire inspectors and fire investigators are certified under the Texas Commission on Fire Protection (TCFP). The Assistant State Fire Marshal is also certified under the TCFP as a hazardous materials technician.⁹ He has also received training in the past on pipeline and natural gas incidents. The agency strictly performs fire code inspections and investigations, not first response. Emergency management is also overseen by the CCFMO.

The CCFMO also is the coordinator of the Fire and Arson Task Force which was formed through Interlocal Agreements (ILA) between Collin County and almost every municipality within the county.¹⁰ The Task Force consists of fire and arson investigators from various

⁷ The Texas Local Government Code, Chapter 352, gives the county authority to provide fire protection or fire-fighting equipment to residents of the county or of an adjoining county who live outside municipalities. The county has the authority to contract with an incorporated volunteer fire department that is located within the county to provide fire protection to an area outside the municipalities of that county.

⁸ See Collin County “Fire Districts” image dated April 7, 2021:

https://www.collincountytx.gov/gis_rural_addressing/PublishingImages/FireDistricts_thumb.jpg

⁹ In Texas, an arson investigator is required to have a certification as a peace officer and a fire and arson investigator. The basic fire and arson investigator certification must be completed through the International Fire Service Accreditation Congress or completion of a fire investigation program approved by the Texas Commission of Fire Protection (TCFP). Once certified, a minimum of 18 hours of continuing education is required, plus an additional two hours of training in arson or fire investigation. This must be completed during the certification period, which is one year. The TCFP curriculum manual follows the NFPA standard 1033 (2014), *Professional Qualification for Fire Investigation* and NFPA 921 (2021). The curriculum outline for fire investigator addresses natural gas transmission pipeline. See 37 Tex. Admin. Code § 441 and 37 Tex. Admin. Code § 431.3 and TCFP, Certification Curriculum Manual, Chapter 5, Fire Investigator (Revised June 1, 2021).

¹⁰ The Interlocal Agreements are similar to a mutual aid agreement between fire departments for suppression activities.

municipal fire departments. They respond as investigators to a fire scene for unincorporated areas, but also at the request of local authorities for incorporated areas. The fire arson investigator from WFD responded at the request of the Assistant State Fire Marshal, who was uncertain at the time whether the accident would be treated as a fire investigation. WFD is a part of the ILA and works closely with the CCFMO when a fire investigation is needed, even though the June 28, 2021, accident did not occur within their fire district.

The CCSO is a law enforcement agency that is divided into three bureaus: law enforcement, support services, and detention. Criminal investigations fall under the law enforcement bureau and at the time of the accident, there were 28 criminal investigators on staff. No personnel in the CCSO have current certifications in hazardous materials or receives natural gas training.

The Farmersville Fire Department consists of 2 full time staff (chief and assistant chief) and 18 volunteer fire fighters. Five of the firefighters have training under the TCFP. None of the firefighters have HAZWOPER certifications. The fire chief reported to NTSB that the gas company would come out for special events and do annual training with the fire department about natural gas leaks. The fire chief reported that the last formal, natural gas emergency response training for the department was on December 8, 2015. The Department also conducts training at night, using YouTube videos. The department does have a natural gas detector, Leakator 10, which the fire chief reported does not require calibration.

The Farmersville Police Department consists of nine police officers and two civilian staff. The police chief is both a volunteer fire fighter and emergency manager. The police department has not had any natural gas training with Atmos. They receive informational bulletins from the natural gas and oil companies regarding the pipelines entering their jurisdiction.

Atmos also has a training facility in Plano, Texas that offers training for its employees to practice installing, inspecting, and repairing natural gas equipment. The training also includes how to respond to emergency situations and real-life scenarios. Atmos also offers this training to city, police and fire personnel, who respond to natural gas incidents. The facility is designed as a

“specially-built, mini community complete with buildings and a functioning gas distribution system beneath city streets.”¹¹

See Attachments 5, 12, 13, 18.

F. Emergency Response Procedures

F.1 Government Agencies

F.1.1 Collin County Fire Marshal

The CCFMO does not have a separate procedure for how to investigate a natural gas incident. The Assistant Fire Marshal reported to NTSB that the agency follows the following standards for fire investigations, NFPA 921, “Guide for Fire and Explosion Investigations” and NFPA 1033, “Standard for Professional Qualification for Fire.” The agency does have a standard operating guideline (SOP), as required under the Texas local government code, Section 352.013, which determines which fires warrant an investigation by the county fire marshal’s office. The SOP states that the CCFMO “can concentrate its efforts on fires of undetermined cause, criminal arson fires, fires that result in injury or death, commercial fires, fires caused by juveniles, and other fire of special interest or circumstances.” The following is listed in the SOP as fires warranting an investigation by the CCFMO:

1. Any fire suspected to be intentionally set;
2. Any structure fire for which the Incident Commander for the responding agency is unable to determine the origin and cause;
3. Any vehicle fire for which the Incident Commander for the responding agency is unable to determine the origin and cause;
4. Any significant outdoor fire (defined as an outdoor fire where vegetative fuels are involved AND at least 100 homes are threatened and there is some evacuation; OR for which Texas Forest Service resources are requested) for which the Incident Commander for the responding agency is unable to determine the origin and cause.

¹¹ Atmos Energy website, “Charles K. Vaughan Center”, <https://www.atmosenergy.com/community/charles-k-vaughan-center> (accessed December 30, 2021). Atmos also reported to NTSB that they also offer First Responder training and have done so across 8 states.

5. Any fire that causes bodily injury that requires transport to a hospital or results in death;
6. Any fire that occurs in a commercial establishment, public building, or multi-family dwelling of four or more units;
7. Any fire involving fire alarm or automatic sprinkler system malfunctions or false alarms;
8. Any fire resulting from a suspected violation of outdoor burn bans, outdoor burning rules, or fireworks restrictions; and
9. Any fire suspected to have been started by juveniles.
10. Any other fire that the Fire Marshal determines warrants an investigation.

F.1.2 Farmersville Fire Department

The Farmersville Fire Department follows the “Emergency Operating Procedure” (SOG 170.2) when responding to a gas leak. The procedure has a sub-section titled, “Natural Gas/Propane Emergencies”, that lists the procedures for a responding firefighter. The procedure states that for a natural gas leak, “responding volunteer should respond with full PPE/SCBA...If Atmos is not on scene then they should be requested if natural gas is detected.” The “senior officer on scene should attempt if it can be done safely to use the gas meter to help locate a leak or if outside, determine the size of line that gas is escaping from. This information should be relayed to dispatch so they can inform ATMOS.” The U.S. Department of Transportation’s Emergency Response Guide (ERG) is used “to determine how far perimeters should be maintained.” If fire is present at the leak, firefighters are not to extinguish it until Atmos is on scene, who will then manage the leak. The procedure does not address responses to gas explosions. The Farmersville Police Department defers to this procedure when responding to a natural gas incident.

F.1.3 Collin County Sheriff’s Office

The sergeant of the CCSO Criminal Investigation Unit informed the NTSB that their unit has a policy manual that address crime scene documentation and security, but nothing specific on type of incident to investigate. When on scene, criminal investigators may encounter many

different types of incidents that a checklist would not be able to cover for investigation purposes. Their initial steps are to determine whether the incident is criminal. If the incident is not criminal, then they hold the scene for the responsible agency. For non-criminal incidents, such as an industrial accident, criminal investigators move into a support role and document and hold evidence on scene, which is then transferred over to the responsible agency. On the day of the accident, CCSO turned the site over to Atmos only after they documented and photographed the scene.

F.2 Pipeline Operator and Contractors

F.2.1 Atmos Energy

Atmos has an Operations and Maintenance manual, dated June 1, 2021, that includes “Emergency Operating Procedures” when responding to gas emergencies. When responding, employees are to follow procedures, that first identify the hazard, and then the extent of it, and then take steps to first protect life and then property. On first arrival, employees are to identify themselves to emergency response officials and visually determine if a probable or existing hazard does exist. If so, actions are to be taken, such as calling 911 if local authorities are not already onsite, and to notify a supervisor, if needed. The procedure lists guidance for employees, such as using a calibrated gas detection equipment to determine the concentration of gas. If a hazardous condition is identified, it is to be continually monitored until the site has been made safe.

Also addressed is a procedure for how to respond to an “Explosion occurring Near or Directly Involving a Company Facility.” When this occurs, employees are to notify the “proper chain of command” and go to the scene. Management is to direct work crews to the designated location. If the section of pipeline needs to be isolated, employees are to follow a separate procedure to shut down that section. Notification must also be made to the appropriate government authorities.

The procedures also discuss the designation of a “Liaison with Governmental Agencies” between the gas company, the fire and police departments, and other governmental agencies, to conduct activities that will “ensure proper communication and understanding of operating procedures during periods of emergency, civil disturbances and major gas interruptions.” The Atmos liaison is to contact government authorities annually, not exceeding 12 months. This in

compliance with the U.S Department of Transportation regulations, under 49 CFR Part 615(c). In Texas, the liaison requirements under the Texas Administrative Code (TAC) are found under title 16, “Economic Regulations, “Part I, “Railroad Commission of Texas, “Chapter 8, “Pipeline Safety Regulations”. These regulations require that the liaison activities be conducted at intervals not exceeding 15 months, but at least once each calendar year. Furthermore, as required under 49 CFR 192.616, Atmos reported to the NTSB that the company carries out a Public Awareness Program, which involves regular communication with key stakeholder groups, including emergency officials, on natural gas pipeline safety. Between 2015-2020, Atmos communicated annually to local emergency response authorities within Collin County, by email or phone, notifying them of training that is offered through the company. The CCSO, CFMO or the Emergency Management division, as well as the Farmersville Fire and Police Department were all included in this outreach. In 2018, Atmos also hosted a meeting for the Collin County Fire Chief’s Association at their training facility in Plano, Texas. Two firefighters and the fire chief from the Farmersville Fire Department were listed on the attendance sheet.

F.2.2 Bobcat Contracting

At the time of the accident, Bobcat had in place Atmos’, “Abnormal Operating Procedures,” as their emergency response procedures, which defines how to react to a Level 1 (serious), 2, 3 (least serious) abnormal operating condition. Fire or Explosions are listed under the general section of abnormal operating conditions and classified as a reaction level 1. In summary, reaction level 1 requires the following three steps to be taken: 1) Call 911 2) Immediately remove of all persons (including members of the public) upwind of the abnormal operating condition and eliminate and 3) Call Atmos Energy to report the condition and its location.

F.2.3 FESCO

FESCO had in place a corporate Emergency Action Program that included a written Health, Safety and Environmental (HSE) Manual (dated 1/11/2016) that addressed what emergency actions are to be followed by its employees. The procedures required that a site-specific safety and evacuation plan be in place before a job starts. The site-specific safety and evacuation plan is a 1-page form that lists site specific information, such as a GPS location, directions to the site, as well as a designated area for employees to assemble during an

evacuation. The form also lists emergency response numbers for local emergency response authorities, as well as other medical services. It also required the listing of the FESCO Safety Manager, HSE Assistant and HSE Specialist contact information and the location of the nearest FESCO office. A site-specific safety and evacuation plan was prepared for the job at the Atmos gas facility on June 28, 2021.

The HSE Manual covered the evacuation procedures of employees, which includes when a sudden release of gas occurs. This requires that, “shutdown procedures be enacted, evacuation orders given, and the appropriate people notified.” The manual also addresses maintenance of emergency equipment, and different incident scenarios such as: fire/explosion, bomb threat, tornado and high winds, hazardous chemical release, medical emergencies, and an active shooter event. The fire/explosion procedures direct management to take specific steps for when a fire/explosion occurs within a structure.

See Attachments 14-19.

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List of Attachments

ATTACHMENT 1 – 911 TRANSCRIPTS

ATTACHMENT 2 – ATMOS TIMELINE OF FARMERSVILLE, TX ACCIDENT

ATTACHMENT 3 – ATMOS SENIOR FIELD CONSTRUCTION COORDINATORS A & B TRANSCRIPTS

ATTACHMENT 4 – RAILROAD COMMISSION OF TEXAS INCIDENT TIMELINE AND EMAIL

ATTACHMENT 5 – CCFMO ASSISTANT FIRE MARSHAL TRANSCRIPT¹²

ATTACHMENT 6 – CCFMO ASSISTANT FIRE MARSHAL STATEMENT

ATTACHMENT 7 – CCSO SERGEANT OF CRIMINAL INVESTIGATIONS UNIT TRANSCRIPT

ATTACHMENT 8 – CCSO CRIMINALIST TRANSCRIPT

ATTACHMENT 9 – CCSO INCIDENT REPORT

ATTACHMENT 10 – EMERGENCY RESPONDER CALL SHEET

ATTACHMENT 11 – COLLIN COUNTY CRIME SCENE CONTAMINATION FORM

ATTACHMENT 12 – FARMERSVILLE FIRE CHIEF TRANSCRIPT

ATTACHMENT 13 – FARMERSVILLE FIRE CHIEF LETTER TO NTSB (JULY 2, 2021)

ATTACHMENT 14 – CITY OF FARMERSVILLE, TEXAS FIRE RESCUE STANDARD OPERATING
GUIDELINE

ATTACHMENT 15 – ATMOS EMERGENCY RESPONSE PROCEDURE (EXCERPTS ONLY) AND
OUTREACH TO COLLIN COUNTY (2015-2021)

ATTACHMENT 16 – BOBCAT EMERGENCY RESPONSE PROCEDURE

ATTACHMENT 17 – FESCO EMERGENCY RESPONSE PROCEDURE AND SITE SAFETY FORM

ATTACHMENT 18 – FARMERSVILLE POLICE CHIEF TRANSCRIPT

ATTACHMENT 19 – COLLIN COUNTY FIRE MARSHAL'S SOP (EXCERPTS ONLY) AND
CERTIFICATIONS

¹² Emergency response transcripts will be labeled differently on the docket and listed with other transcripts.