

EMERGENCY SUPPORT FUNCTION #4

FIREFIGHTING

ANNEX COORDINATOR:

Fire Agencies

PRIMARY AGENCY:

Thurston County Fire Chiefs Association

Washington State Patrol, Office of the State Fire Marshall

SUPPORT AGENCIES:

Emergency Management

Public Works

Resource Stewardship

I. INTRODUCTION

A. Purpose

To provide an organizational framework that will effectively utilize all available firefighting apparatus and personnel within Thurston County, control the dispatching of such equipment and manpower to locations where needed, and provide for effective operations at the scene during an emergency/disaster.

B. Scope

This ESF addresses all firefighting activities including the detection and suppression of wildland, rural, and urban fires occurring separately or coincidentally with a significant natural or technological disaster. The scope of this section will not attempt to address details regarding mutual aid and regional fire mobilization responsibilities and procedures that are contained in other documents.

Other fire service functions are addressed in greater detail in other ESFs as follows:

- The emergency medical capabilities of fire districts are addressed in ESF 8 Public Health and Medical Services.
- Search and rescue capabilities of fire districts and the Thurston County Special Operations Rescue Team (SORT) are addressed in ESF 9 Search and Rescue.
- The hazardous materials capabilities of fire districts are addressed in ESF 10 Oils and Hazardous Materials Response.

II. POLICIES

- A. During emergency situations, local fire agencies mobilize all available apparatus and personnel required to cope with the situation. Mutual aid agreements are activated when initial resources are inadequate. When mutual aid resources are exhausted, then the provisions for regional/state fire mobilization may apply.
- B. The process and procedures established within local, regional, state, and federal mobilization guides shall be followed in responding to an emergency or disaster.
- C. Each local, state or federal agency will assume the full cost of protection of lands within its respective boundaries unless other arrangements are made. Fire protection agencies should not incur costs in jurisdictions outside their area without reimbursement unless there is a local mutual aid agreement between those jurisdictions. It is essential that the issue of financial limitation be clarified through proper official channels for efficient execution of fire support.
- D. Priority shall be given to saving lives and protecting property, in that order.
- E. Many first responders in Thurston County are volunteers. Although they are dedicated in a major disaster, they are not obliged to leave a family crisis or their workplace to assist emergency efforts.
- F. Coordination will be accomplished in cooperation with the Thurston County Fire Chiefs Association, Thurston County Emergency Management, or other appropriate local and state agencies operating under the Incident Command System (ICS).

III. SITUATION

A. Emergency/Disaster Conditions and Hazards

Wildfire/Forest Fire is identified in the Thurston County Hazard Identification and Vulnerability Analysis (HIVA) as having a moderate probability of occurrence, moderate vulnerability, and a moderate risk rating. Forest and wildfires are most likely to occur during the local dry season, mid-May through October, and anytime during prolonged dry periods causing drought or near-drought conditions. The existence of large tracts of public and private forests, increasing population, increasing recreational use of forest land and possible changing climate patterns, all increase the likelihood of a major fire.

A significant natural or technological incident may result in multiple urban, rural and wildland fires. Ignition sources could cause hundreds of fires during and/or after an earthquake. The potential damage from fires resulting from a major earthquake in urban areas exceeds that of all other causes. Urban fire departments not incapacitated by an earthquake will be totally committed to fires in urban areas. Numerous fires are anticipated in rural and wildland setting as well. These fires have the potential to spread rapidly, cause extensive damage and pose a serious threat to life, property and the environment. Firefighting resources available in normal circumstances will be difficult

to obtain and utilize because of massive disruption of communications, transportation, utilities and water systems.

B. Planning Assumptions

1. Urban, rural, and wildland fires will occur within Thurston County. In the event of an earthquake or other significant incident, large fires could be common.
2. In a disaster some firefighting resources will become scarce or damaged.
3. Wheeled-vehicle access may be hampered by bridge failures, landslides, debris, etc., making conventional travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and smoke jumpers may be needed in these situations. Helicopters will be scarce resources and usable airports congested.
4. Normal fuel supplies may not be available due to facility damage or lack of electricity to operate pumps.
5. State and other resources may be called upon.
6. Efficient and effective mutual aid among the various local, county, state, and federal fire agencies requires the use of the Incident Command System (ICS) together with compatible firefighting equipment and communications.
7. Implementation of the actions in this plan, as well as lead and support agency responsibilities, will be dependent on availability of resources. During a disaster, resources may be out of service due to damage or committed to other priority efforts.
8. Fire Chiefs will determine the extent to which they can participate in the Interlocal Agreement for Mutual Aid for Firefighting and Emergency Medical Services, entered into by Thurston County Fire Agencies. During a wide scale disaster, resources for mutual aid may be limited.

IV. CONCEPT OF OPERATIONS

A. General

Fire Suppression is divided into two distinct response categories:

1. Urban/Rural Fires

- a. Local fire protection districts and municipal fire departments have the primary responsibility for the suppression and control of fires within their respective fire protection jurisdictions. For those incidents requiring additional support, mutual aid agreements may be executed.
- b. The State Fire Services Mobilization Plan deals with the growing problem of urban/wildland interface fires. The legislation directing the creation of this plan also called for establishment of the State Fire Defense Board (now the State Fire Defense Committee), made up of representatives from nine fire defense regions throughout the state.
- c. Fire suppression and control assistance may, in some instances, be provided on a limited basis by federal agencies and the military by pre-established mutual aid

agreements. (Reference Washington State Comprehensive Emergency Management Plan.)

- d. If an urban fire threatens or is likely to become a fire of major magnitude, assistance may be available from the Federal Government under an emergency declaration by the President. Requests for such assistance are handled through normal Emergency Management channels.

2. Forest Fires

- a. The State Department of Natural Resources (DNR) and supporting agencies, per the Washington State Fire Plan, take action on wildfires, regardless of land ownership, which jeopardizes DNR protected lands outside incorporated cities and towns and on adjacent U.S. Forest Service and Department of the Interior protected areas.
- b. In those instances when a fire threatens such destruction as would constitute a major disaster, federal fire suppression assistance can be made available under the Stafford Act (PL 93-288, Section 420: Fire Management Assistance). As cited in the Stafford Act, these resources must be authorized by the President by a Declaration.
- c. A fire protection district that takes immediate action on DNR (State) protected lands outside of its jurisdictional boundaries, if such response can prevent the spread of the fire onto lands protected by the district, shall be eligible for reimbursement in accordance with their Forest Land Response Agreement in effect.

B. Organization

The Incident Command System (ICS) is used by first responders and local jurisdictions in the State of Washington to manage an emergency incident. The purpose of ICS is to establish command and control with a system recognized by all responders, using the same organization and nomenclature. The ranking member of the first arriving response unit assumes command until relieved. An Incident Command Post (ICP) is established as the focal point for all emergency operations. ICS will be used in Thurston County by first responders. In a disaster, several Incident Management Organizations, each with an ICP, may be established to manage the significant areas in need.

During ECC activations, the Thurston County Fire Chief's Association provides staffing for ESF 4 in the County ECC. The ESF 4 Coordinator represents local fire agencies in the County ECC and coordinates with emergency management, public works, and resource stewardship to implement the ESF 4 Annex. The organization of ESF 4 and the fire agencies represented are shown in the graphic and table below.

Figure 1. ESF 4 Organization Chart (Level III ECC Activation)

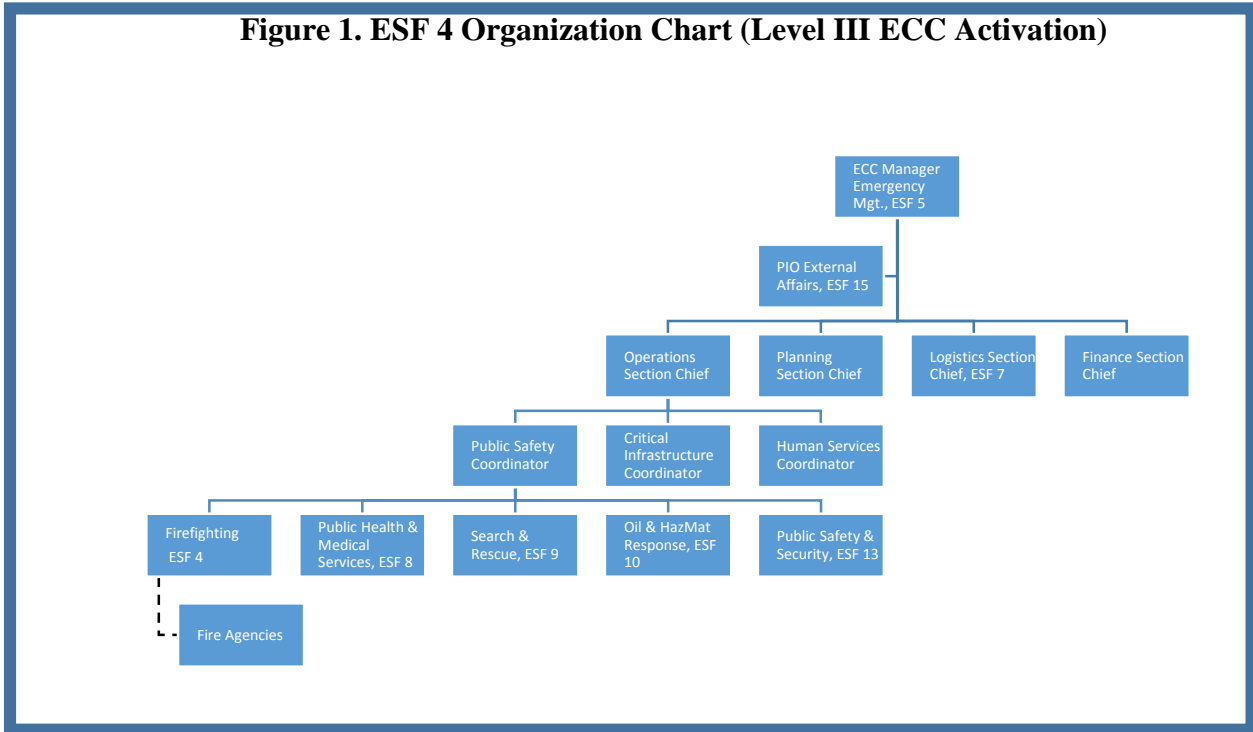


Table 1. Thurston County Fire Agencies

District #	Name
FD#1/11	West Thurston RFA (Rochester/Grand Mound/Littlerock)
FD# 2/4	SE Thurston Fire Authority (Yelm/Rainier)
FD# 3	Lacey
FD#6	East Olympia
FD#8	South Bay
FD#9	McLane Black Lake
FD#12	Tenino
FD#13	Griffin
FD#16	Gibson Valley
FD#17	Bald Hills
City Fire Departments	Olympia FD, Tumwater FD, Bucoda FD

C. Procedures

1. The Fire Chief’s Association will provide a fire representative to perform fire coordination responsibilities in the Thurston County Emergency Coordination Center (ECC) during an emergency/disaster (See Attachment 1, EOC Fire Representative).
2. Fire agencies may request activation of other local agency resources through the ESF 4 Coordinator.
3. Fire agencies may request activation of the Regional Command Van.
4. Procedures for State Fire Mobilization are covered in the State Fire Service Mobilization Plan (RCW 43.43.961).

D. Prevention and Mitigation Activities

State Fire Code and local ordinances supports the safety of public places and special facilities serving the young (schools), old and infirmed (nursing and assisted living facilities), and a number of medical facilities. Inspection of these requirements is conducted by the combined effort of state and local fire marshal's offices. The establishment of burn bans and fireworks restrictions, fire code classifications for businesses, inspections, and installations of fire sprinkler systems, retention areas, and detection devices for heat, smoke, or hazardous chemicals contribute to overall safety of the public.

The Director of Thurston County Resource Stewardship is designated as the County Fire Marshal with the task of inspecting facilities in unincorporated Thurston County. The Fire Marshal works closely with local fire districts to identify fire risks, enforce fireworks laws of the county, review plans and specifications, and issue fire safety permits in areas of the county not having local authority.

Specific mitigation initiatives are in the Hazard Mitigation Plan for the Thurston Region.

E. Preparedness Activities

Preparedness activities consists of planning, organizing, equipping, training, and exercising. Thurston County Emergency Management organizes and coordinates the preparation of plans, develops and maintains the Emergency Coordination Center and alternates, identifies equipment resources, and provides training and exercise opportunities. Plans, policies, and procedures will be updated based on after action reports and lessons learned from exercises and actual incidents. Individual fire agencies provide preparedness activities that vary with each agency. General preparedness activities prior to the disaster or incident include:

1. Develop, maintain, review, and update procedures for emergency operations.
2. Assess equipment and training needs.
3. Establish procedures for coordinating all public information releases through the Thurston County Public Information Officer and/or the City Public Information Officer.
4. Plan for relocating fire operations in the event that primary facilities must be evacuated.
5. Establish communication links with law enforcement agencies for coordination of warning and evacuation confirmation functions.
6. Establish mutual aid agreements to maximize utilization of resources.
7. Through the Fire Chief's Association, appoint fire representatives to serve as ESF 4 coordinator in the County ECC.

F. Response Activities

During a disaster or incident response, emergency management will activate the ECC or alternate to the level required to support the incident per the Thurston County ECC procedures. When activated, the ECC will issue warnings and coordinate with appropriate agencies to support ESF 4. The ECC will also coordinate public information as part of ESF-15 External Affairs.

Fire Agency activities during the response phase include:

1. Notify key staff based on information received from Thurston 9-1-1 Communications (TCOMM 9-1-1) and/or the ECC.
2. Activate emergency operations procedures.
3. Respond to calls for fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
4. Provide temporary power and emergency lighting at emergency scenes when needed.
5. Assist in warning the public for evacuation, traffic routing, and/or traffic control, when possible.
6. Initiate mutual aid contingency plan, when needed.
7. Relocate fire apparatus as conditions warrant.
8. Support emergency operations as defined in agency emergency operating procedures or as requested by the ECC, such as damage assessment.

G. Recovery Activities

Emergency Management may continue ECC operations until it is determined that ECC coordination is no longer necessary. This coordination may continue into the recovery phase and involve ESF 4. The recovery process for fire agencies is primarily part of the Public Assistance process. Each jurisdiction will establish an applicant agent for the jurisdiction responsible for the documentation and accounting for emergency expenses incurred. Any local matching funds must be accommodated by the jurisdiction (as a department or as an independent fire district). Detailed recovery activities are covered in the ESF 14 Annex.

Other fire agency activities in the recovery phase may include:

1. Reactivate stations for normal operations.
2. Return apparatus and equipment to regularly assigned locations.
3. Assist the public in recovery operations as resources allow.
4. Support other recovery efforts as requested by the ECC.
5. Provide financial information to the Thurston County Auditor's Office/Financial Services as needed for cost recovery.

V. RESPONSIBILITIES

A. Primary Agency

Fire Agencies are the primary agency for ESF 4. If an emergency occurs within the County limits, the Fire Agency in which the emergency occurs will exercise overall authority for fire service activities and responsibilities.

B. Specific Primary Agency Responsibilities

Fire Agency:

1. Provide suppression and control of fires within their respective fire protection jurisdictions (including those DNR or governmental lands that are contracted with the local district), support other fire protection agencies if signatories to a mutual aid agreement, and support the provisions of the both the Thurston County and Central Region Fire Resources Plans.
2. Provide Incident Command for emergency operations.
3. Support warning and evacuation efforts.
4. Provide Medical Response which includes Advanced Life Support (ALS) and Basic Life Support (BLS).
5. Provide hazardous materials response, as appropriate, upon acceptance of and within boundaries of the incident command structure and agency training and capability. Washington State Patrol acts as Incident Commander in non-designated fire agency areas.

C. Support Agencies

Emergency Management:

1. Provide for alert and warning of persons located in the affected area.
2. Serve as liaison between local jurisdictions and response agencies and the State for requesting resources when the capabilities of local response agencies are exceeded.
3. Provide training to fire personnel, as appropriate.
4. Provide for information and resource management.

Public Works:

1. Provide logistical support such as transportation of equipment and commodities.
2. Provide heavy equipment and operators, as needed, to support emergency operations and/or assist in coordination of outside vendors.
3. Provide temporary construction or repair of critical infrastructure to support emergency operations.
4. Clear lifelines and perform emergency repair of roads and bridges.
5. Provide technical specialists.

Resource Stewardship:

1. Department Director is the County Fire Marshal.
2. Provide technical specialists.
3. Conduct damage assessment of buildings.
4. Provide technical specialists to assess water quality.

D. Support from Other Agencies:

Central Region Fire Defense Board

Coordinate resource assistance to regional jurisdictions per the State Mobilization Plan and the Central Regional Plan.

State Agencies

1. Emergency Management Division
Coordinate assistance to local government for fire activities and mobilization resources per the provisions of the Washington State Fire Services Resource Mobilization Procedures.
2. Department of Natural Resources (DNR)
 - a. Coordinate fire suppression efforts and provide resources to control wildland fires in the state on DNR protected lands, if available, at reasonable cost.
 - b. Assess damage as a member of the Federal Agency Support Team (FAST)
3. Department of Corrections
Provide trained minimum security inmate firefighters to supplement the efforts of the Department of Natural Resources in suppressing and controlling forest fires and provide personnel for other activities.

Federal Agencies

1. Limited fire suppression and control assistance is available from federal agencies and the military by pre-established agreement.
2. Federal Emergency Management Agency (FEMA) administers fire suppression assistance to the state pursuant to Stafford Act (PL 93-288, Section 420) when a fire destruction threat would constitute a major disaster.
3. Provide training for fire suppression and hazardous materials control to local fire jurisdictions through the National Fire Academy.
4. U.S. Department of Agriculture, U.S. Forest Service (USDA-USFS) acts as the Principle Advisor to the FEMA Regional Director to assist in the administration of the terms of the Federal/State Agreement for Fire Suppression. Provides protection in National Forests and assist in control of fires that threaten to spread from nearby lands into National Forests.

VI. RESOURCE REQUIREMENTS

Primary and support agencies will provide personnel, facilities and equipment necessary to support firefighting and technical rescue activities.

Once local resources are exhausted, resources may be requested through mutual aid or State Fire Mobilization.

VII. REFERENCE AND SUPPORT PLANS

- A. The National Response Framework
- B. Washington State Comprehensive Emergency Management Plan
- C. Revised Code of Washington (RCW) 39.34.30, 38.54, 76.04, 43.63A, 38.52; and Title 52 and 35 RCW
- D. Washington State Fire Services Resource Mobilization Plan
- E. Central Region Fire Defense Mobilization Plan
- F. Public Law 93-288, Section 420 (Stafford Disaster Relief Act, Fire Management Assistance)
- G. Thurston County Ordinance Title 14.32, Fire Code
- H. Interlocal Agreement for Mutual Aid for Firefighting and Emergency Medical Services

VIII. TERMS AND DEFINITIONS

Advanced Life Support (ALS) – Units staffed by paramedics that can administer drugs, fluids, and other advanced procedures to sustain life until the patient can be transported to a medical facility.

Basic Life Support (BLS) – Fire service aid units staffed by Emergency Medical Technicians (EMTs).

Comprehensive Emergency Management Plan (CEMP) – An all hazards emergency operations plan.

Department of Natural Resources (DNR) – State agency responsible for the management of state trust lands and preservation of forests, water, and habitat.

Emergency Coordination Center (ECC) – Location from which centralized, multiagency coordination is performed in response to emergencies or disasters.

Emergency Support Function (ESF) - Grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents.

Federal Emergency Management Agency (FEMA) – Federal Agency responsible for the coordination of domestic disaster response.

Hazard Identification and Vulnerability Assessment (HIVA) – An analysis of potential natural, human caused, and technological hazards that rates the risk, determines vulnerability, and predicts adverse impact.

Incident Command Post (ICP) – Location on scene from which all incident planning and tactical operations are directed.

Incident Command System (ICS) – Nationally accepted organizational model for management of emergency personnel.

Revised Code of Washington (RCW) – Compilation of all permanent laws now in force in the State of Washington.

Regional Fire Authority (RFA) – A Regional Fire Protection Service Authority is a special purpose district created by the vote of people residing in a proposed district. It is a special taxing authority combining two or more adjacent fire protection jurisdictions.

Search and Rescue (SAR) – The search for and provision of aid to people who are in distress or imminent danger. Includes many specialty sub-fields determined by the type of terrain the search is conducted over.

SORT (Special Operations Rescue Team) – The Thurston County SORT team is a special rescue team available to any public safety agency in Thurston County on a mutual aid basis and with the region.

Thurston 9-1-1 Communications (TCOMM 9-1-1) – A non-profit intergovernmental corporation providing 9-1-1 service to all citizens within Thurston County and providing dispatch services to all law enforcement, fire service and medic one agencies within Thurston County.

U.S. Department of Agriculture, U.S. Forest Service (USDA-USFS) – Agency of the U.S. Department of Agriculture that administers the nation's national forests and grasslands.

IX. ATTACHMENTS

Attachment 1: ECC – Fire Representative