

EMERGENCY SUPPORT FUNCTION - FOUR FIREFIGHTING

PRIMARY AGENCIES: Municipal or County Fire Agencies

SUPPORT AGENCIES: Chelan County Emergency Management
Law Enforcement agencies
Public Works departments

May need to advise: Emergency Medical Services
RiverCom Communications Center
Wenatchee Valley Chapter American Red Cross

PURPOSE

To establish policies for effective coordination between fire agencies and units in detection and suppression of wildland, rural, and urban fires, whether occurring independently, or in addition to other disasters. These policies also address the coordination of fire agencies and units for the performance of specialized rescue operations and emergency medical services, coordination between fire service and other agencies such as law enforcement, and any other events requiring fire response.

SCOPE

Fire service functions involve managing and coordinating a variety of activities, and providing personnel, equipment and supplies in support of the emergency response. This coordination may be for a local, Chelan County, or regional emergency or disaster. The specific actions required following an emergency or disaster would be determined by the event.

POLICIES

- A. Local fire departments and districts function under the applicable portions of RCW 38.52, RCW 52.02, RCW 70.136, WAC 212, other State and local ordinances, and their own Standard Operating Procedures (SOPs). Fire departments within Chelan County have signed mutual aid agreements with the other departments in the county and with Douglas County agencies. It is understood that emergencies and disasters can overwhelm local resources, or in other ways prevent agencies and jurisdictions from fulfilling all their roles and responses to request for assistance.
- B. Fire mobilization will be requested by the proper authority within the affected fire department through their pre-established procedures. The State Emergency Management Division has the authority to mobilize jurisdictions under the WA State Fire Services Resource Mobilization Plan (RCW 38.54.030).

- C. Direction and control of a multi-agency, multi-jurisdictional incident will follow the concepts of the National Incident Management System (NIMS).
- D. Individual fire protection districts must ensure that their home district is adequately protected before responding to mutual aid or fire mobilization requests.
- E. Per Chapter 76.04 RCW, the Department of Natural Resources (DNR) has the responsibility for wildland fire suppression on state and privately owned forestland. The DNR, Resource Protection Division, has the authority to respond to wildland fire suppression efforts, as well as the responsibility to respond to requests from other agencies for assistance for non-fire emergencies or disasters.
- F. National support for forest fires shall be accomplished through the Northwest Coordination Center (NWC) (federal multi-coordinating agency comprised of Dept. of Forestry, Bureau of Land Management, Fish and Wildlife, Indian Affairs, etc.) who will coordinate with the National Interagency Coordination Center.

SITUATION

A. Emergency/Disaster Hazards and Conditions

Under the best of conditions, the management of a large firefighting operation is complex, often involving large numbers of personnel, departments, agencies and jurisdictions. Fires resulting from, or independent of, but coinciding with a man-made or natural disaster, will place extraordinary demands on available resources and support systems.

A significant natural or technological event may result in many urban, rural, and wildland fires. Ignition sources could cause hundreds of fires, both during and after an earthquake or other disaster. The damage potential from fires in urban areas, both during and after a major earthquake, exceeds that of all other causes. Urban fire departments not incapacitated by an earthquake or other disaster may be totally committed to fires and other emergencies in their jurisdictions. Numerous fires are anticipated in rural and wildland settings 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 that are normally available will be difficult to obtain and utilize during and after a disaster because of massive disruption of communication, transportation, utilities and water systems.

B. Planning Assumptions

1. Urban, rural, and wildland fires may result from, or occur simultaneously with another significant emergency or disaster. Large, damaging fires could occur.

2. Additional fire resources can be obtained through activation of the state fire mobilization plan.
3. Fire agencies will ensure fire protection to their home districts prior to committing resources to mutual aid.
4. Landline communications will be interrupted. Radio communications will be relied on heavily, necessitating the early requesting of radio systems from sources such as amateur radio operators and/or the State EOC.
5. Wheeled vehicle access will be hampered by occurrences such as bridge failures, landslides, debris in roadway, etc. Conventional travel to the emergency location could be extremely difficult if not impossible. Aerial attack by air tankers, and assistance from smoke jumpers and helicopters may be essential. Aircraft, especially helicopters, will be scarce, and the local airports could be damaged, congested, or not sufficient for the aircraft involved.
6. Agencies which commonly support large fire suppression operations, including the military and Forest Service may receive urgent requests from non-fire related agencies for personnel, equipment and supplies. Many of the resources commonly available for fighting large wildfires may be scarce or unavailable.
7. Wildland firefighting forces may be diverted to assist in rural and urban areas because of more urgent threats to life, property, and the environment due to shortages of urban firefighters. Urban firefighters may be performing EMS and Urban Search and Rescue in addition to fighting large and numerous fires.
8. Efficient and effective mutual aid among the various local agencies and jurisdictions, state and federal agencies requires the use of the National Incident Management System, together with compatible equipment and communications.
9. Emergency Medical Services will be overwhelmed with many requests for assistance and/or large numbers of patients, and will face the same communication and transportation problems as fire services. Additional EMS personnel, equipment, and alternate methods of transporting patients may be needed.
10. Many of the personnel in the County Fire Districts are volunteers. Many of these people are both EMTs/First Responders and Firefighters. Resources being used for EMS are not available for firefighting, and those being utilized for firefighting are not available for EMS. Shortages of either or both services could occur.

CONCEPT OF OPERATIONS

A. General

1. On-scene fire related operations within Chelan County are managed by concepts of the National Incident Management System (NIMS).
2. Fire Service mutual-aid agreements provide for additional local personnel and resources in the event individual Chelan County jurisdictions are unable to contain a given situation with existing resources and personnel.
3. Each agency assisting under the mutual-aid agreement retains its own autonomy, with overall direction provided by the Chief (Incident Commander) of the affected jurisdiction. In the event of a multi-agency fire response, direction, control and coordination may be established from the county Emergency Operations Center, or a Command Post at the scene. Incoming units may receive assignments from either location or from designated staging areas.
4. Established firefighting and support organizations, processes, and procedures as listed in the WA State Fire Services Resource Mobilization Plan will be utilized. State and Federal Mobilization Guides will be used in support of firefighting activities. Responsibility for situation assessment and determination of resource needs lies primarily with local jurisdiction Incident Commanders in coordination with the State and Chelan County EOC, if activated.
5. Staff from the WSP will support the allocation of fire resources during mobilization for fires, emergencies or disasters. These activities will be coordinated by the WSP Emergency Mobilization Section Commander or designee.
6. Fire agencies have the right to have a representative at the county EOC. As a matter of practice, a non-affected area or agency, will assign a fire coordinator to be available to represent the affected region at the EOC.
7. Fire Services provide limited emergency medical services, based on individual department's abilities and training. Emergency medical response is not a requirement of local Fire Services. However those agencies that do provide emergency medical services, do so under the direction of the local Medical Program Director (MPD).
8. Law Enforcement agencies and Public Works departments can support Fire Service agencies by performing their normal functions of traffic control, area security, road blocks, evacuation notification and heavy equipment, as appropriate.

9. Fire Service agencies' personnel can be used for the dissemination of information and warnings, as prescribed in the Warning appendix.
10. Fire Service agencies provide limited response to hazardous materials incidents. Their response is in a defensive manner, commensurate with their level of training.

B. Organization

Fire protection within Chelan County is provided by Fire Districts 1-10, Cashmere, and Wenatchee Fire Departments. The departments, except, Wenatchee Fire and Rescue, are a combination of paid and volunteer personnel. Each fire agency is an independent agency reporting to elected representatives. Within each agency is an identified chain of command which oversees the operational portion of the agency.

C. Procedures

Local agencies and jurisdictions will be managed under the Incident Command System while performing firefighting, rescue, and EMS activities as outlined in state and local regulations, SOPs and this plan. The Incident Commander, regardless of rank, has the authority to request support and assistance from Chelan County EOC or Emergency Management staff. The Incident Commander/Unified Command will coordinate with the EOC or Emergency Management staff on requests for assistance and resources from outside of the county.

D. Mitigation Activities

1. All Fire Service agencies:
 - a. Keep response equipment in good condition.
 - b. Conduct fire safety inspections and public education for property owners on how to reduce their fire potential.
 - (1) Local schools and businesses that conduct fire and evacuation drills are participating in mitigation.
 - c. Work to ensure compliance with the Uniform Fire Code and the Uniform Building Code.
 - d. Support or help establish local codes and ordinances that help reduce the threats of major conflagrations, such as restrictions on combustible roofing materials.

E. Preparedness Activities

1. All Fire Service agencies and support agencies:
 - a. Develop, maintain and continue to refine the local National Incident Management System and other operational procedures to effect full utilization of resources.
 - b. Maintain current inventories of resources.

- c. Provide ongoing training to personnel on their roles and responsibilities in fire operations.
- d. Participate in local mutual aid agreements.
- e. Participate in the state Fire Mobilization Plan.
- f. Provide trained personnel and resources for assignment to the Emergency Operations Center, as appropriate.
- g. Support the efforts of the state regional Fire Service Training Council.
- h. Develop SOPs in accordance with state and local regulations and this plan. Maintain interagency disaster response training through participation in emergency / disaster exercises and drills to test and update, as needed, written SOPs.
- i. Maintain activation and alerting procedures and ensure that all personnel are trained.

F. Response Activities

1. General response to emergencies and disasters typically begins with a single agency or jurisdiction. As the incident expands or local resources are expended, the response effort expands. However, some incidents require an immediate, large-scale response. In either case, accountability and management of resources is a major concern. The Incident Command System, and the Unified Command structure are vital to the operation, and must be implemented immediately. A prompt and ongoing size-up is critical, so that necessary resources can be requested and dispatched quickly, and coordinated goals and objectives can be developed. Initial response actions must include coordination with law enforcement and other agencies that may be needed to assure emergency access to the scene, traffic control and preventing access to the general public. A staging area must be identified, and a staging officer designated. Other traffic and transportation safety issues should also be addressed.
2. The Incident Commander should make an early request for an EOC or Emergency Management assistance or support to allow for response time of staff and/or the incident escalating faster than anticipated. Mutual aid agencies and departments must work within the established Incident Command System, while maintaining authority/control of their equipment and personnel. At the point when the incident has become multi jurisdictional or multi-agency, a unified command may be established.
3. EOC/Emergency Management Staff – The decision to activate the county EOC may be made by Emergency Management when a need or potential need for their assistance has been identified. The Incident Commander, regardless of rank, may also request activation of the county EOC or support from Emergency

Management staff. The county EOC will provide support and assistance as needed, and will maintain liaison with the State EOC as necessary.

G. Recovery Activities

1. Each department, agency and individual shall maintain accurate records of the incident. They will be responsible for maintaining disaster and recovery expense records for future possible reimbursement. Financial issues such as supplies used, equipment lost or damaged, wages for hours worked including overtime and other costs require documentation before reimbursement is issued. If emergency vehicles, communications equipment, or stations are damaged, special contracts may be needed for their quick repair or replacement, and temporary or long-term arrangements may be needed. During the Recovery phase, it is imperative to maintain communication and coordination with the EOC. Fire departments and districts may provide public information regarding safety issues as people return to their homes and businesses. Departments, districts, and individuals involved in the emergency or disaster should participate in post event reviews and critiques, and contribute to written reports regarding observations and recommendations.
2. Support for the fire/EMS personnel is also part of recovery and returning to normal operations. This support may include counseling or Critical Incident Stress Management.
3. Fire Departments will continue to communicate with the EOC and coordinate recovery activities as priorities and resources allow. They will continue to assist with damage assessment reports and other requirements necessary for obtaining financial assistance for the county and involved cities and towns.

RESPONSE PLANS FOR SPECIFIC SITUATIONS

A. Aircraft Incidents

1. Incident Command for an aircraft incident rests with the jurisdiction where the Incident occurs. Personnel from other agencies may be needed to assume Incident Command System positions. A prompt and on-going size up will help assure that proper resources have been requested, other agencies have been notified, and EMS for the affected area has been advised of the situation.
2. If airport personnel have not notified the FAA, the Incident Commander will notify the FAA. The Incident Commander/Unified Command staff will need to quickly establish a command post and identify a staging area, assign a staging officer, and designate a Medical Officer, Treatment, Triage, and Transportation Officers if a number of patients are involved. Law enforcement must be informed of the staging location so they can help assure access by emergency vehicles and personnel while keeping the public out. Law enforcement will provide scene security and traffic control.
3. All mutual aid agencies and jurisdictions must work within the established Incident Command System, while maintaining authority/control of their equipment and personnel. Fire personnel not involved with fire suppression activities or Incident Command positions may be asked to assist with extrication and/or carrying patients on backboards or litters under the direction of EMS personnel. EMS personnel should not be the only or primary litter bearers. Fire and EMS personnel should note locations of patients and where fire suppression and/or extrication activities may have altered possible evidence.
4. The FAA and other officials may interview responders, and/or request written statements about what was observed, actions taken, and what time they occurred. An aircraft cannot be moved, or the scene left unsecured without the direct permission of the FAA. The FAA is the legal authority, and law enforcement will work under their direction regarding the aircraft.

B. Bomb Threats/Bomb Found, Acts of Terrorism

1. Law enforcement is the primary Command Agency for these situations. Fire and EMS personnel are not usually trained and equipped for looking for, identifying and dealing with explosive devices, and should not be performing such activities. Fire and EMS should be staged in a safe location, and are there for fire suppression, medical care, and rescue related activities should a device detonate or a terrorist act occur. Fire/EMS response must be coordinated with law enforcement, and a Unified Command structure should be established if not already in place. Secondary explosive devices or booby traps may be present, and critical

evidence may be destroyed unnecessarily if actions are not coordinated. WSP has a bomb squad and will respond with specialized equipment and personnel if a suspected or confirmed explosive device is found. WSP will support the Incident Commander and/or Unified Command. Outside agencies such as the Federal Bureau of Investigation and/or US Dept. of Treasury Alcohol, Tobacco, and Firearms and Explosives may be involved, and they will work with or supersede local law enforcement and the Washington State Patrol.

C. Civil Unrest, Crowd Control

1. Law enforcement is the primary Command Agency for these situations. A Unified Command should be established. Fire and EMS personnel are not to engage in aggressive type activities toward the crowd. Fire/EMS are support agencies, providing fire suppression and medical care for emergency responders and citizens. Law enforcement should assure that fire and EMS equipment and personnel are staged in a safe location, and should provide security to fire/EMS if fire suppression or medical assistance is needed.

D. Fire – Requiring Large Scale Response

1. Large ground cover or structural fires may require the activation of mutual aid. The Incident Command System must be implemented quickly so that incoming resources can be managed safely and effectively. The use of a Unified Command structure is typically used for multiple agency/jurisdiction responses. It is very important to coordinate with law enforcement regarding evacuation and safety zones, scene security, public information, and traffic control.

E. Hazardous Materials

1. The Command Agency for a HazMat situation in Chelan County is the Washington State Patrol. A size-up and identification of the material(s) involved should be done quickly. Identification may be provided by the responsible party, or by reading a placard(s), preferably with binoculars from a safe distance. Establishing a safety and evacuation zone is a high priority. The Incident Command System must be implemented immediately, and a Unified Command structure is advised. Coordination with law enforcement is crucial. The Incident Commander can request a hazardous materials team response, and may gather important information from the team while awaiting their arrival. The Incident Commander may also request assistance or support from the county EOC or Emergency Management staff.

- F. Incidents Involving Prisoners Being Transported
1. Prisoner transport buses and vans present a variety of firefighting and extrication challenges. The Incident Commander needs to be sure that law enforcement and the receiving jail facility are advised of the incident. The prisoners are at greater risk as the cuffs, shackles, and security bars on the vehicle prevent rapid entry and egress, and there may not be enough room for some standard medical equipment to be used in the normal fashion. Throughout the incident, a Unified Command needs to be maintained to coordinate the efforts of fire/EMS, law enforcement and correctional officers. Law enforcement and/or correctional staff will need to accompany prisoners as they are removed from the vehicle, and/or treated and transported to a medical facility.
- G. Incidents Involving the Regional Jail
1. Special safety concerns are present in jails. Fire and EMS personnel must be accompanied by, or perform under the direction of corrections staff. Security bars and gates can present extreme fire danger to inmates and emergency responders in case of rapidly spreading smoke and fire. Medical personnel may be asked to leave some of their equipment outside of certain areas. All responders must assure that emergency vehicles and their keys are in an appropriate area. The Incident Command System must be used to assure the necessary coordination between various emergency response agencies and the correctional facility staff. This is especially important if prisoners must be transported to hospitals and/or other correctional facilities because of the emergency or disaster. The Incident Commander may request assistance or support from the county EOC or Emergency Management staff.
- H. Disruption to Transportation and Communication
1. Transportation, communication, and other vital services may be disrupted due to earthquake, flooding, high winds, a severe winter storm, or other natural or man-made disasters. The Incident Command System should be established and the Incident Commander should request that the county EOC be activated and that all involved agencies and departments are put on alert. Involved fire/EMS agencies should provide representation to the county EOC, or authorize another jurisdiction to represent them. There will need to be a highly coordinated response from fire service, EMS, law enforcement, Public Works, and the EOC staff through the Unified Command System. Emergency lighting, and damage reports/status reports are a very high priority due to impact on safety, and the ability for emergency agencies to respond. Each unit and agency must provide status reports and size up, as no one

person or agency can completely cover a wide-spread area. All agencies and departments should initiate their plans to call in off-duty personnel as needed.

2. In the case of flooding, fire/EMS personnel may perform or direct sandbagging operations for critical buildings and facilities such as hospitals, fire and police stations, water treatment plants, and other critical areas. Communications backup may be provided by the local Amateur Radio Emergency Services group. Radio operators will respond with battery powered equipment and mobile antennas, and may supplement or replace missing communication between units and their base, between RiverCom and the department/agencies, hospitals, emergency shelters, and between these areas and the EOC, depending on what is needed. Amateur Radio Operators will be coordinated through a liaison between their Emergency Coordinator and the county EOC. There is also an amateur radio setup just off of the Chelan County EOC that may be utilized. If agencies, departments or units have communications needs, those requests must go directly to the EOC. If telephone services are disrupted, it may be necessary to establish communication points throughout the involved community / communities.
3. Citizens living near fire or police stations can go there and directly request emergency assistance. In other areas, it may be helpful to send trained radio operators and portable or mobile radios to churches, schools, or businesses that would allow their facilities to be communication points. These facilities would need to be identified in some way, and the public would need to be informed of their location.
4. After a number of hours or more, outside agencies and resources may begin to arrive. Individual Operation Chiefs must coordinate with the EOC while establishing a staging area(s) for incoming resources. Staging areas for power company equipment is usually handled by the PUD. Heavy equipment and public works type resources are usually staged separately from emergency services (fire, EMS, law enforcement). Each staging area will need a staging officer and communications with the EOC. All mutual aid and incoming resources must work within the established EOC and Incident Command System structure. Mutual aid and outside agencies will maintain authority/control of their equipment and personnel while doing so.

RESPONSIBILITIES

- A. Primary Agencies
1. Fire Chiefs and heads of Fire Service agencies are responsible for:
 - a. Development and review of agency Standard Operating Procedures, resource inventories, and other operational plans.
 - b. Assuring that all personnel are trained in fire suppression and other fire related activities within their jurisdictions.
 - c. Ensuring the ability to mobilize personnel and equipment for fire protection and other related services (such as medical support) as provided in the department's SOPs and by use of the toning capabilities of the dispatch center (RiverCom).
 - d. Directing emergency operations within their respective political subdivisions, as appropriate.
 - e. Work within the guidelines of the Chelan County Fire mutual aid agreement.
 - f. Have the overall responsibility and authority to coordinate emergency fire operations within their respective jurisdictions.
 - g. On scene fire management will follow the concepts of the National Incident Management System.
 - h. If the fire originates on unprotected lands, the initial attack (first arrival) agency will assume command until the jurisdiction of the threatened, protected lands can be determined. Once determined, the responsible protection agency will assume command.
 - i. Area Law Enforcement will assist Fire Service operations with crowd and traffic control and evacuation of endangered population areas as necessary.
 - j. Participating in the Regional and State Fire Mobilization Plan, if able.
 - k. Documenting expenditures for auditing and reimbursement purposes.
 - l. Providing specialized support functions, resources, or emergency personnel as agreed upon, contracted for, or provided for in mutual assistance agreements.
 - m. Reporting to designated staging areas as directed for assignment.
 - n. Provide fire prevention and suppression activities within their respective jurisdictions.
 - o. Provide for light duty search and rescue operations within department capabilities.
 - p. Provide emergency medical treatment to victims at the scene, within levels of training.

- q. Provide a limited defensive capability for hazardous materials incidents.
 - r. Assist with warnings in areas affected by a major emergency.
 - s. Assist in evacuation of areas affected by a major emergency.
 - t. Provide assistance in damage assessment and reporting.
- B. Support Agencies
1. Chelan County Emergency Management is responsible for:
 - a. Updating local mutual aid agreements
 - b. Requesting appropriate Fire Service staffing for the EOC, as appropriate.
 2. Law Enforcement agencies:
 - a. Provide traffic control.
 - b. Provide area security.
 - c. Be part of the National Incident Management System.
 - d. Evacuation support.
 - e. Search & Rescue command authority.
 3. Public Works agencies:
 - a. Traffic control support.
 - b. Assistance with identifying evacuation routes.
 - c. Heavy equipment support.
 4. The President of the North Central Washington Chief's Association, or designee, acts as the county Fire Services coordinator, who is responsible for:
 - a. Coordination of Fire Service training.
 - b. Assisting in the implementation of the local mutual aid agreement.
 - c. Ensuring that Fire Service related information is disseminated to the local Fire Service agencies.

RESOURCE REQUIREMENTS

- A. Whether working in a primary or a support role, fire/EMS departments and districts will provide their own internal support, such as vehicles, and equipment for their staff.
- B. Support agencies, departments, and districts will provide workers, officers or other leaders, vehicles and equipment as requested if available.

REFERENCES

R.C.W. 38.52
 R.C.W. 52.02
 R.C.W. 70.136
 W.A.C. 212

WA State Fire Services Resource Mobilization Plan