

**2015**

**EMERGENCY SUPPORT FUNCTION**

ESF **4**



**FIREFIGHTING**

Apr 06

## **Emergency Support Function (ESF) 4 Fire Fighting**

**Primary Agency:** Santa Rosa County Emergency Communications

**Support Agencies:** Santa Rosa County Firefighters Association  
Santa Rosa County Fire/Rescue Departments/Districts  
Florida Fire Chiefs' Association  
Florida Division of Agriculture & Consumer Services (FFS)

### **I. Purpose**

The purpose of ESF 4 is to provide fire service coordination and support services in support of emergency events in Santa Rosa County. Emergency Support Function 4 can provide personnel and resources to support prevention, preparedness, response, recovery and mitigation in support of the primary emergency management objectives. ESF 4 resources are used when individual agencies are overwhelmed and County Emergency Response Team requests additional fire service assistance. ESF 4 will coordinate with the Volunteer Personnel Center to provide adequate relief for fire services personnel. ESF 4 will process all requests for needs and donations of fire suppression and rescue equipment.

It has been generally accepted that a basic role of government is to provide services, which are not available and cannot be provided by the private sector or an individual acting on his behalf. For the most part, local governments cannot feasibly finance special services to operate only in times of a disaster, but which are unused at other times. Instead, the County must rely largely on regular emergency response service agencies augmented by citizen volunteers to meet wide scale disaster situations. It is this voluntary aspect carried to a fine degree upon which the County must rely for fire suppression beyond the municipal boundaries of the principal cities. By its very nature, fire fighting requires fire companies and equipment to be decentralized. Although the decentralized nature of fire fighting is clearly recognized, a large wide area disaster dictates coordination on an inter-jurisdictional basis. The County fire services are the largest manpower resource - trained and ready - for use during a disaster. A fire disaster covering a large area and affecting a large segment of the public would be similar to the types of emergencies the fire service responds to routinely. It is expected that fire services available to a local community would be the first to respond to, and contain a fire. When local resources have been expended, and the fire has not been contained, it will be necessary to summon aid from other areas where fire-fighting capability has not been committed.

Included could be the U.S. Forest Service as well as fire companies from adjacent military installations. The purpose of this plan therefore, is to provide a mechanism by which fire services capability would be utilized for fire suppression on an inter-jurisdictional basis.

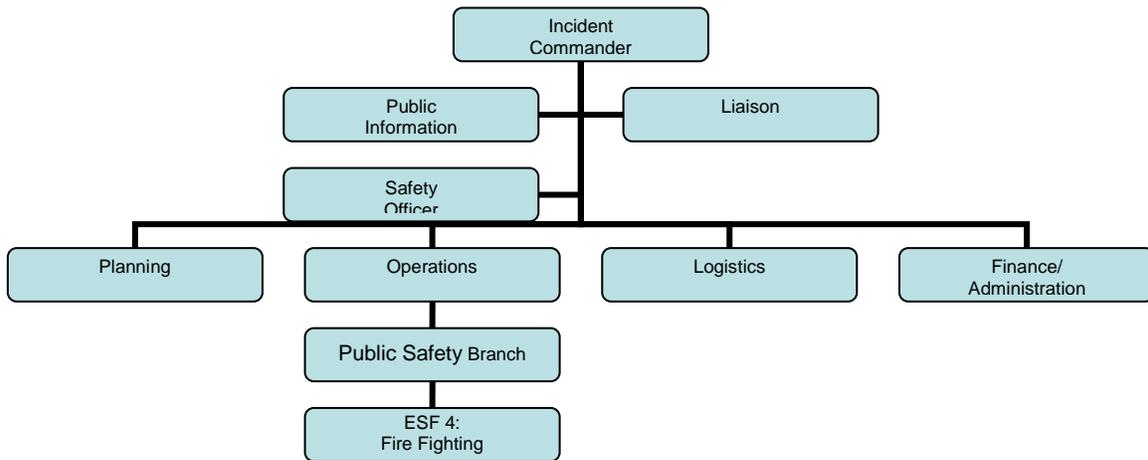
### **II. Concept of Operations**

#### **A. GENERAL**

1. ESF 4 is organized consistent with State Emergency Operations Center and the requirements of the National Response Plan, the National Incident Management System, and the Incident Command System. This structure and system supports

incident assessment, planning, procurement, deployment, and coordination and support operations to Santa Rosa County through the Santa Rosa County Emergency Response Team, Area Operations and State Emergency Response Teams to assure a timely and appropriate response to an emergency or situation.

2. Procedures protocols and plans for disaster response activities are developed to govern staff operations at the Santa Rosa Emergency Operations Center and in the field. These are in the form of Emergency Operations Plan (i.e., Base Plan) and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines, which describe ESF 4 capabilities (based on the National Planning Scenarios, the Universal Task List and the Target Capabilities). Periodic training and exercises are also conducted to enhance effectiveness.
3. In a large event requiring local and State mutual aid assistance, ESF 4 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 4 will evaluate and analyze information regarding fire detection, suppression, and prevention requests for response, develop and update assessments of the fire service situation and status in the impact area, and do contingency planning to meet anticipated demands or needs.
5. When an event is focused in scope to a specific type or response mode technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills pertinent to the type of event, who will advise and/or direct operations within the context of the Incident Command System structure.
6. Each community supporting a fire service is expected to develop its own fire suppression system plan.
7. Each fire service organization, which enters into mutual aid agreements, is expected to furnish a copy of such agreement to Santa Rosa County Emergency Management Office, see Annex 4-2.
8. Santa Rosa County Emergency Management Office will maintain up-to-date listings of fire services in the County including names of responsible officials, readiness status, and major items of fire apparatus.
9. Santa Rosa County Firefighters Association will develop a mutual aid agreement as appropriate with the U.S. Forestry Service, U.S. Navy, and other municipalities as appropriate.
10. Fire service organizations are responsible for training and continuing education of their personnel.



**Figure – Incident Command System Structure: ESF 4 – Fire Fighting**

**B. ORGANIZATION**

**1. COUNTY**

- a. During an activation of the EOC ESF4 will be manned by designated county employee/volunteer who ???will serve as a member of the EOC staff as liaison for Firefighting (ESF-4), and shall receive and facilitate the local fire departments needs and resource request. The representative will implement the State of Florida Fire/Rescue Disaster Response Plan, see Annex 4-3, which has been adopted by the Santa Rosa County Firefighter's Association (SRCFFA). The Emergency Management Designee, who has been appointed by the SRCFFA will recruit and train alternate designees to provide staffing to the EOC.
- b. During an emergency or disaster event, the Emergency Operations Center Operations Section Chief will coordinate the support resources from the support agencies with the Public Safety Branch Director.
- c. During the response phase, ESF 4 will evaluate and analyze information regarding fire service requests. Also, ESF 4 will develop and update assessments of the fire service status in the impact area and undertake contingency planning to meet anticipate demands and needs.
- d. A trained Emergency Management representative???will be the lead for ESF 4 team. The Emergency Management designee will request assistance from the primary and support agencies to staff the ESF 4 position in the EOC on a 24-hour basis.
- e. Santa Rosa County Emergency Management Operations Chief develops and maintains the overall ESF 4 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. However, support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response

Plan, The National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

## **2. AREA**

- a. The Public Safety Branch Director, in consultation with the requesting jurisdiction, may obtain additional fire service resources via established mutual aid agreements.
- b. The Florida Department of Financial Services, the Division of State Fire Marshall serves as the lead agency for fire service coordination and support and will designate a liaison to the EOC from the Regional Office and/or the Regional Domestic Security Task Force (RDSTF). The liaisons have been trained to carry out ESF 4 responsibilities and will function as coordinators, assessors, and operational personnel in support of EOC or field activities.
- c. If more than one county emergency management operation center is activated State fire service may support the coordination of the event response with regional resources or request additional resources from the State Emergency Operations Center, the Fire Service agencies will participate in a Multi-Agency coordinating entity to coordinate requests for fire service resources among multiple Emergency Operations Centers.

## **3. STATE**

- a. During an activation of the State Emergency Operations Center, the Florida Department of Financial Services, Division of State Fire Marshall is the designated lead agency for Fire Fighting and will provide a liaison to facilitate requests for State Fire Fighting resources to local Emergency Operations Centers.
- b. During an emergency or disaster event, the primary and support agencies of ESF 4 at the State Emergency Operations Center will report to the Emergency Services Branch Chief who reports to the Operations Section Chief under the overall direction of the State Coordination Officer.
- c. During the response phase, ESF 4 will evaluate and analyze information regarding fire service requests. Also, ESF 4 will develop and update assessments of the fire service situation and status in the impact area and do contingency planning to meet anticipated demands and needs.
- d. The Department of Financial Services, Division of State Fire Marshall develops and maintains the overall ESF 4 Emergency Operations Plan and accompanying Appendices, annexes and Standard Operating Guidelines that govern response actions related to emergencies. However support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

## **C. ALERTS/NOTIFICATIONS**

1. The County Warning Point, will notify the "on call" Emergency Duty Officer and/or Emergency Coordinating Officer (ECO) for ESF 4 when the county or an area of the County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.

2. ESF 4 will be activated or placed on standby upon notification by the County Emergency Management Office. The primary and support fire departments will jointly manage the emergency activities of ESF 4.
3. Upon instructions to activate ESF 4, Fire Departments will implement its operating procedures to notify and mobilize all personnel, facilities, and physical resources likely to be needed, based on the emergency circumstance.

#### **D. ACTIONS**

Actions carried out by ESF 4 are grouped into phases of emergency management: prevention, preparedness, response, recovery and mitigation. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 4 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of provided services. The following services may be provided:

- Assessment of Fire Service needs and potential impacts.
- Fire Service personnel.
- Fire Service equipment and supplies.
- Evacuation and Re-entry support.
- Emergency responder health and safety.
- Radiological/chemical/biological hazards.
- Mental health and crisis counseling for responders.
- Fire Service Public Information and risk communication.
- Fire Service Management, Command and control of assets.
- Fire Service activities related to terrorist threats and/or events.
- Logistical Staging areas and Points of Dispensing.
- Catastrophic incident and alternate Fire Service facility support.

##### **1. PREPAREDNESS ACTIONS**

- a. Actions and activities that develop fire service response capabilities may include planning, training, orientation sessions, and exercises for ESF 4 personnel (i.e., County, State, Regional, and Federal) and other emergency support functions that will respond with ESF 4. This involves the active participation on inter-agency preparedness organizations, which collaborate in such activities on a regular basis.
- b. Local and State Fire Departments will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and establish specialized teams.
- c. Conduct planning with ESF 4 support agencies, Regional Domestic Security Task forces, and other emergency support functions to refine Fire Service operations.
- d. Develop and refine procedures to be used in the following field surveys: Rapid Impact Assessment (i.e., recon), Community Fire Service assessment.
- e. Conduct training and exercise for EOC and fire service response team members.
- f. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information

necessary for implementation of the responsibilities of the lead agency.  
Ensure lead agency personnel are trained in their responsibilities and duties.

- g. Develop and implement emergency response and fire fighting strategies.
- h. Develop and present training courses for ESF 4 personnel, provide information on critical facilities to the County Emergency Management and develop protocols for frequently provided services.
- i. Maintain liaison with support agencies.
- j. Conduct vulnerability analysis at critical facilities and make recommendations to improve the physical security.
- k. Conduct all hazards exercises involving ESF 4.

## **2. RESPONSE ACTIONS**

- a. Coordinate operations at the ESF 4 office in the County Emergency Operations Center and/or at other locations as required.
- b. Coordinate needs and response actions with each Fire district.
- c. Establish and maintain a system to support on-scene direction and control and coordination with county EOC, Regional Domestic Security Task Force and the State EOC, or other coordination entities as appropriate.
- d. Establish Mutual Aid procedures for the following resources: Fire Suppression, Interoperable Communications and Command Vehicles.
- e. Resource Management and Logistical Support.
- f. Implementation of Impact Assessment Teams to determine post-storm impact to Emergency Services functional group resources and ability to perform Continuity of Operations of essential functions.
- g. Mutual Aid procedures to assist with supporting issues related to a terrorist event.
- h. Fire Service support RDSTF in the investigation of a terrorist attack.
- i. Preposition response resources when it is apparent that fire-fighting resources will be necessary. Relocate fire fighting resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- j. Monitor and direct fire fighting resources and response activities.
- k. Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- l. Coordinate with support agencies, as needed, to support emergency activities.
- m. Obtain State resources through the State Comprehensive Emergency Management Plan (CEMP); coordinate all resources into the affected areas from designated staging areas. Said resources will be requested as per the Florida Fire Chiefs Association Disaster Response Plan. All request will be logged on the computer at Firefighting (ESF-4) desk. All requests will be forward to EMConstellation Operators in the EOC and from there forwarded to the State EOC.
- n. Coordinate with other County ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.

### **3. RECOVERY ACTIONS**

- a. The Public Safety Branch Director, in consultation with the requesting jurisdiction, may obtain additional fire service resources via established mutual aid agreements.
- b. The Florida Department of Financial Services serves as the lead agency for fire service coordination and support and will designate a liaison to the EOC from the Regional Office and/or the Regional Domestic Security Task Force (RDSTF). The liaisons have been trained to carry out Emergency Support Function 4 responsibilities and will function as coordinators, assessors, and operational personnel in support of EOC or field activities.
- c. If more than one county emergency management operation center is activated fire service may support the coordination of the event response with regional resources or request additional resources from the State Emergency Operations Center, the State Fire Service agencies will participate in a Multi-Agency coordinating entity to coordinate requests for fire service resources among multiple Emergency Operations Centers.
- d. ESF 4 will contact each Fire District for initial damage assessment of personnel, equipment, and supplies.
- e. ESF 4 will maintain a documentation of all reported damage by fire district.

### **4. MITIGATION ACTIONS**

- a. Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- b. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- c. Coordinate with the Emergency Management Director to have issues brought to the LMS committee.
- d. If evacuation is ordered, local fire departments are notified and firefighters go to each mobile home and notify residents, also the Citizen Information Center volunteers under direction of the Special Needs Coordinator will telephone each Mobile Home Park.

### **E. DIRECTION AND CONTROL**

1. ESF 4 complies with the National Response Plan, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Department of Public Safety, which functions as the official disaster prevention, protection, response, preparedness, recovery, and mitigation organization within Santa Rosa County. The Division of Emergency Management also serves as the focal point for ESF 4 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and other private voluntary agencies have knowledge about the system and ESF 4 expectations, as well as coordinate and cooperate efficiently during an event.

2. The ESF 4 system operates at two levels: 1) County Emergency Operations Center; and 2) Field operations.
3. During emergency activations, all management decisions regarding County or regional response are made at the County Emergency Operations Center by the ESF 4 coordinator. Under the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Section Coordinators and staff at the County Emergency Operations Center assist the commander in carrying out the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.
4. A staffing directory and the ESF 4 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Santa Rosa County Fire Rescue with status of the call lists updated at least monthly and all other documents at least annually.
5. All Fire Departments field personnel are subordinate to the ESF 4 at the County Emergency Operations Center.
6. In accordance with a mission assignment from ESF 4, and further mission tasking by a local primary agency, each support organization assisting ESF 4 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 4. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

## **F. RESPONSIBILITIES**

### **1. PRIMARY AGENCY – SANTA ROSA COUNTY EMERGENCY MANAGEMENT**

In the event of activation of the EOC the Santa Rosa County Emergency Management Designee will serve as a member of the EOC staff as liaison for Firefighting (ESF-4), and shall receive and facilitate the local fire departments needs and resource request. The dispatcher will implement the State of Florida Fire/Rescue Disaster Response Plan, which has been adopted by the Santa Rosa County Firefighter's Association (SRCFFA). The County Emergency Management Designee, who has been appointed by the SRCFFA will recruit and train other staff to provide staffing to the EOC. Additional duties include:

- a. Provide leadership in directing, coordinating and integrating overall County efforts to provide fire service assistance to affected areas and populations.
- b. Staff and operate a National Incident Management system compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.
- c. Coordinate and direct the activation and deployment of County agencies fire service personnel, supplies, and equipment and provide certain direct resources.
- d. ESF 4 Representatives or designees will jointly evaluate the emergency situation, make strategic decisions, identify resource needs and secure resources required for field operations.

- e. Monitor fire fighting emergency response and recovery operations. ESF 4 Fire Chiefs or designees will coordinate all State and Federal fire fighting resources into the affected areas from staging areas.
- f. Manage fire fighting and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 4 Representatives or designee.
- g. Make specific requests for fire fighting assistance to the State ESF 4/State Fire Marshal's Office, through the Santa Rosa County Liaison, as needed. The State will activate resources through the State Emergency Response Plan.
- h. Re-assess priorities and strategies, throughout the emergency, according to the most critical fire service needs.
- i. Assist with emergency evacuations and re-entry of threatened areas of the County.
- j. Demobilize resources and deactivate the ESF 4 station upon direction from the County Incident Commander.

## **2. SUPPORT AGENCIES**

(NOTE: Each Support Agency should review its own roles and responsibilities and revise in conjunction with the Department of Financial Services, The Division of the State Fire Marshall)

- a. Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that compliment the entire emergency response effort as the County Emergency Response Team addresses the consequences generated by the hazards that may impact the County (i.e., severe weather, tropical cyclones, environmental biological, terrorism, technological, and mass migration, etc.). Because services and resources are subject to change from time to time, emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 4.
- b. Santa Rosa County Fire/Rescue Departments/Districts provide first line response for fires, and other major disasters requiring trained personnel and equipment.
- c. Santa Rosa County Firefighters Association will provide EOC support; serve as a liaison to local fire departments as required.
- d. The Florida Fire Chiefs' Association will work with the Department of Financial Services by forwarding requests for fire fighting assistance to the five regional response zones designated in the State of Florida Fire-Rescue Disaster Response Plan (prepared by the Florida Fire Chiefs Association).
- e. The Department of Agriculture and Consumer Services, Division of Forestry serves as a primary agency during activation of the State Emergency Operations Center for a wildfire, will also request and coordinate the use of all State controlled and/or Forestry Agency Compact assets that are ordered for control of wildfires.

## **G. FINANCIAL MANAGEMENT**

- 1. ESF 4 is responsible for managing financial matters related to resources that are procured and used during an event. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking

reimbursement from the appropriate resource after the event. If a federally declared disaster exists, then a reimbursement formula is established by the Federal Emergency Management Agency that may be as much as 100 percent, but usually does not exceed 75 percent.

2. This section will coordinate closely with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for payment and potential reimbursement. It will also be responsible for following up all financial issues after response has ceased by coordinating with Department of Public Safety fiscal and personnel management officials, the State Division of Emergency Management fiscal agents and the Federal Emergency management Agency fiscal agents and directly with vendors as necessary.
3. Expenditures by other department entities will be documented by those entities and submitted directly to the Finance/Administration Section or a designated Finance Service officer as soon as possible.

#### **H. REFERENCES AND AUTHORITIES**

- State Emergency Support Function 4
- Florida Statutes 1993, Emergency Management, chap. 252 (252.31- 52.61)
- Florida SS 911 (1993)
- The Federal Response Plan for P.L. 93-288 (1992)
- Regional Domestic Security Task Forces, Section 943.0312, F.S.
- Florida Field operations Guide (FFOG)
- DHS Homeland Security Act (2002)
- HSPD-5, Management of Domestic Incidents
- HSPD-8, National Preparedness Goal
- DHS National Incident Management System (2004)
- DHS National Response Plan (2004)
- Fire Suppression Draft – Forestry
- The Guidelines of the State Emergency Response Team for Wildfire Events.” 1999 version
- The Florida fire Chiefs’ Association, Fire-Rescue Disaster Response Plan.

STATEMENT OF CONCURRENCE

EMERGENCY SUPPORT FUNCTION #4 - FIREFIGHTING

The signatures appearing below indicate the individual has the authority to commit resources of the agency represented and agrees to the functions and tasks prescribed for this ESF.

PRIMARY AGENCY: Santa Rosa County Emergency Communications

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

SUPPORTING AGENCIES:

Santa Rosa County Firefighters Association

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

Florida Fire Chiefs' Association

\_\_\_\_\_  
(Signature) (Printed Name) (Date)