

# ESF 4 Fire



Primary Coordinating Agency

Lexington Division of Fire and Emergency Services



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## **Primary Coordinating Agency**

The Lexington Division of Fire and Emergency Services (FES) is the primary coordinating agency and will provide staff to serve in the Emergency Operations Center (EOC) to coordinate Emergency Support Function 4 Fire (ESF 4) activities.

The basic role of government is to provide services that are not available via the private sector or an individual acting on its behalf. Generally, local governments cannot feasibly finance special services to operate only during a disaster and remain dormant at other times. Lexington Fayette must rely primarily on existing emergency response service agencies augmented by business and citizen volunteers to meet wide scale disaster situations.

ESF 4 can provide personnel and resources to support preparedness, mitigation, response, and recovery in support of the primary emergency management objectives. ESF 4 resources are used when individual agencies are overwhelmed and additional fire service assistance is requested.

The Lexington Fayette Division of Emergency Management (DEM) develops and maintains the overall ESF 4 Plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies shall develop and maintain their own similar documents for internal use which must be compatible with, and in support of, the overall Emergency Operations Plan (EOP). All such documents must be compliant with the National Response Framework, National Incident Management System, and Incident Command System.

Firefighting requires fire companies and equipment to be decentralized. FES is the largest manpower/equipment resource trained and ready for use during a disaster. Although the decentralized nature of firefighting is clearly recognized, a large wide-area disaster dictates coordination on an inter-jurisdictional basis.

A fire disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the fire service responds to routinely. It will be necessary to summon resources from other areas where firefighting capability has not been committed prior to the depletion of local resources and fire containment. Available resource locations include surrounding counties.

The purpose of this plan is to provide a mechanism for use of those resources for fire suppression on an inter-jurisdictional basis.

## **Local Supporting Agencies**

During an emergency or disaster event, the EOC ESF 4 coordinators will coordinate resources from the following supporting agencies:

- A. Bluegrass Airport Public Safety
- B. Lexington Division of Police

- C. Kentucky American Water Company
- D. DEM/Community Emergency Response Team (CERT)
- E. Bluegrass Chapter American Red Cross
- F. Fayette County Coroner
- G. LexTran
- H. Division of E911
  - I. Division of Emergency Management
- J. City of Louisville
- K. BERT Bluegrass Emergency Response Team

### **State, Regional, and Federal Agencies and Organizations**

- A. The Kentucky Fire Commission when activated as ESF 4 will manage the delivery of fire and fire prevention services using all fire resources within the Commonwealth. The Kentucky Fire Commission will assist in the planning for, tracking of, and delivery to, areas of need all fire resources requested from out of state agencies as well as those fire resources conducting mutual aid within the Commonwealth.
- B. Commercial entities with specialized firefighting crews that operate on a regional basis and which may have primary firefighting responsibilities during emergencies involving utilities, public works, railroads, and gas transmission lines.
- C. Kentucky Division of Forestry
- D. Kentucky Justice and Public Safety Cabinet
- E. Kentucky National Guard
- F. U.S. Department of the Army
- G. U.S. Department of the Interior
- H. U.S. Department of Agriculture
  - I. Tennessee Valley Authority
- J. R.J. Corman Railroad
- K. Blue Grass Army Depot Fire Department
- L. Kentucky Wing Civil Air Patrol

## **Purpose**

The purpose of ESF 4 is to provide protection of life and property and conduct rescue operations through fire suppression, response, and mitigation, and to provide fire service coordination and support services for emergency events in Lexington Fayette. ESF 4 resources are used when individual agencies are overwhelmed and additional fire service assistance is requested.

## **Situations and Assumptions**

General situations, assumptions, and policies are found in the Basic Plan and are not repeated in this ESF. Only statements specific to ESF 4 are stated here:

- A. Emergencies requiring an ESF 4 response could reach a magnitude that requires additional resources from local, regional, state, federal, or other organizations through mutual aid agreements.
- B. Urban, rural, and wildland fires may result from, or occur simultaneously with, other significant emergencies or disasters that can cause large damaging fires.
- C. FES is trained in urban, rural, and wildland firefighting methods.
- D. ESF 4 has the potential of being activated for other reasons than fire such as weather related emergencies, natural disasters, search and rescue, chemical emergencies, biological emergencies, terrorist activities, and other public endangerment situations. In these situations, FES supports the lead agencies and abides by existing mutual aid agreements and the Incident Command structure.
- E. Efficient and effective mutual aid among various local firefighting departments, jurisdictions, state, and federal agencies will require the use of the National Incident Management System, compatible equipment, and interoperable communications.

## **Direction and Control**

ESF 4 complies with the National Response Framework, 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 DEM which functions as the official disaster organization for preparation, mitigation, response, and recovery within Lexington Fayette. It is responsible for ensuring that all appropriate program departments, supporting agencies, other ESFs, and private voluntary agencies have knowledge about the system and ESF 4 expectations.

- A. The ESF 4 system operates at two levels: the EOC and field operations.
- B. All management decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 4 coordinator during emergency activations.

- C. In accordance with a mission assignment from ESF 4 and further mission tasking by a local primary agency, each support organization assisting in an ESF 4 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 4. Mission operational control may be delegated to a management support unit, multi-agency coordination team, or a local entity.

## **Concept of Operations**

### **General**

- A. ESF 4 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment, and coordination of support operations to Lexington Fayette.
- B. All operations will be conducted in adherence to Kentucky Occupational Safety and Health Program standards and regulations with life safety issues being a priority.
- C. Procedures, protocols, and plans for disaster response activities provide guidelines for operations at the EOC and in the field. The EOP and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures (SOPs) that describe ESF 4 capabilities (based on National Planning Scenarios, Universal Task List, and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
- D. A large event requiring regional, state, and/or interstate mutual aid assistance will require ESF 4 implementation. ESF 4 will coordinate with supporting agency counterparts to seek and procure, plan, coordinate, and direct the use of any required assets.
- E. 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 implement contingency planning to meet anticipated demands or needs.
- F. When an event requires a specific type of response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.
- G. The EOC uses WebEOC (crisis management software) to supplement disaster management through communicative integration of ESFs, agency based EOCs, and other facilities or functions as appropriate.

- H. Actions initiated by ESF 4 are grouped into the phases of emergency management: preparation, mitigation, response, and recovery. Each phase requires specific skills and knowledge.
- I. FES and other departments who have MOAs maintain their own Standard Operating Guidelines, specific procedures, and plans for firefighting disaster response activities.
- J. To enhance preparedness and effectiveness, FES and supporting agencies maintain an ongoing training and drill schedule.
- K. Each phase 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.

## **Preparedness**

- A. DEM will maintain up-to-date listings of fire services in Lexington Fayette, including names of responsible officials, readiness status, and major items of fire apparatus.
- B. The ERL is maintained by DEM. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
- C. Actions and activities that develop fire service response capabilities may include planning, training, orientation sessions, and exercises for ESF 4 personnel (i.e., county, regional, and state) and other emergency support functions that will respond with ESF 4. This involves the active participation of local interagency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential medical facilities, and the maintenance and future development of specialized teams.
- D. Initiatives also include the following:
  - 1. Conduct planning with ESF 4 supporting agencies and other emergency support functions to refine fire service operations.
  - 2. Develop and refine procedures for rapid impact assessment per field surveys.
  - 3. Conduct training and exercises for EOC and fire service response team members.
- E. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
  - 1. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.

2. Maintain a list of ESF 4 assets that can be deployed during an emergency.
3. Assign and schedule sufficient personnel to implement ESF 4 tasks for an extended period of time.
4. Ensure lead agency personnel are trained in their responsibilities and duties.
5. Develop and implement emergency response and logistics strategies.
6. Develop and present training courses for ESF 4 personnel.
7. Maintain liaison with supporting agencies.
8. Conduct all hazards exercises involving ESF 4.

## **Mitigation**

ESF 4 will perform the following:

- A. Identify and seek funding 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.

## **Alert and Notification**

DEM functions as the official disaster organization for preparedness, mitigation, response, and recovery within Lexington Fayette. The DEM Director will activate ESF 4 and notify the ESF 4 coordinator when an event, or threat of an imminent event, may result in the need for relocation/evacuation of Lexington Fayette citizens. The EOC will serve as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with ESF 4.

The EOC will be activated, as will ESF 4, upon the direction of the Mayor of Lexington, Chief Administrative Officer, Commissioner of Public Safety, or the DEM Director. The DEM Director may make the decision to selectively activate ESF 4 agencies based on the type of threat, event, or incident. DEM will notify ESF 4 primary and supporting agencies of activation and request liaisons to report to the EOC. However, there will be times when it is necessary for the liaisons of primary or secondary agencies to work from the field or their own company operations center. In these cases, they will maintain telephone or radio contact with the EOC and ESF 4.

Upon instructions to activate ESF 4, ESF 4 and supporting agencies will implement their procedures to notify and mobilize all personnel, facilities, and physical resources potentially needed, based on the emergency.

## Response

- A. FES is the lead agency for fire suppression in Lexington Fayette and will prioritize which fires to fight if multiple fires occur.
- B. Tactical procedures will be determined and implemented by the Incident Commander at the scene of each incident in accordance with the ICS and divisional SOPs.
- C. ESF 4 will coordinate the following:
  - 1. Assessment of fire service needs and potential impacts.
  - 2. Evacuation and re-entry support
  - 3. Emergency responder health and safety.
  - 4. Radiological/chemical/biological hazards monitoring/mitigation, which may include ESF 8 and ESF 10.
  - 5. Mental health and crisis counseling for responders, which will be done in coordination with ESF 6 and the Kentucky Community Crisis Response Board.
- D. In the event that fires surpass local suppression capabilities, the Division of Fire and/or the Incident Commander may request mutual aid assistance. Mutual aid shall be coordinated through the EOC (see attachment Fire Services Mutual Aid Agreements).
- E. During an emergency, the Division of Fire may also perform the duties of disconnecting or turning off utilities at a facility or residence.
- F. The Division of Fire will perform fire inspections in facilities that will be used as public shelters, mass feeding sites, or dispensing locations. Any deficiencies found will be reported to the ESF 4 coordinator.
- G. ESF 4 will participate in EOC briefings, meetings and in the development of Incident Action Plans and Situation Reports.
- H. Reports will be made in compliance with the National Fire Incident Report System (NFIRs) and Reporting Systems (located in ESF 5).
- I. All federal assistance in fire suppression will be coordinated under ESF 4 of the National Response Framework.

## Recovery

- A. Contact each fire district for initial damage assessment of personnel, equipment, and supplies.

- B. Maintain documentation of all reported damage by fire district.

## **Responsibilities**

- A. Division of Fire and Emergency Services (FES)

FES is the lead agency for ESF 4 coordination providing fire suppression.

- B. Incident Commander

Direct all responses using the Incident Command System.

- C. Blue Grass Airport Public Safety

Provide support in staff and equipment to the primary agency for firefighting in Lexington Fayette.

- D. EOC ESF 4 Coordinator

During events requiring EOC activation, this position will coordinate between the EOC, FES, E911, and the Incident Commander(s). Additional duties include, but are not limited to, the following:

1. Provide leadership in directing, coordinating, and integrating overall Lexington Fayette efforts to provide fire service assistance to affected areas and populations.
2. Staff and operate a National Incident Management System command and control structure (i.e., Incident Command System) and to assure that services and staff are provided in areas of need.
3. Coordinate and direct the activation and deployment of urban and suburban fire agencies' personnel, supplies and equipment, and provide certain direct resources.
4. Jointly evaluate the emergency (ESF 4 representatives and designees), make strategic decisions, identify resource needs, and secure resources required for field operations.
5. Task supporting agencies as necessary to accomplish ESF 4 support responsibilities.
6. Monitor firefighting emergency response and recovery operations. ESF 4 Incident Commanders or designees will coordinate all state and federal firefighting resources into the affected locations from staging areas.
7. Manage firefighting and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 4 representatives or designee.

8. Make specific requests for firefighting assistance to the State ESF 4 as needed. The state will activate resources through the State Emergency Response Plan.
9. Re-assess priorities and strategies throughout the emergency according to the most critical fire service needs.
10. Assist with emergency evacuations and re-entry of threatened areas.
11. Demobilize resources and deactivate the ESF 4 function upon direction from the EOC Manager.

## Attachment

### Fire Services Mutual Aid Agreements

#### LFUCG fire assets sent outside Lexington Fayette

LFUCG Code of Ordinances Sec. 9-15:

Pursuant to KRS 95.830, fire apparatus of the Division of Fire and Emergency Services of the Urban County Government may be operated and used outside the urban county in conformity with the following regulations:

- (1) Upon the order of the Fire Chief or acting chief, the Division of Fire and Emergency Services shall have the authority to respond to all fires, hazardous materials releases, or other similar emergencies at the West Hickman Creek Treatment Plant located in Jessamine County.
- (2) An emergency will be deemed to exist when the chief or officer in charge at the scene of the fire believes that serious danger of loss of property or life may reasonably result unless assistance is had from the Division of Fire and Emergency Services of the Urban County Government.
- (3) In the event fire units from both Jessamine County and the Urban County Government respond to an emergency at the West Hickman Creek Treatment Plant, by virtue of the fact that the Urban County Government units are responding for the purpose of protecting property of the Urban County Government, the ranking officer of the Division of Fire and Emergency Services shall be deemed the Incident Commander.
- (4) In the event of a serious conflagration or other emergency in a surrounding county in which a disastrous and extensive loss of property or life of citizens of that jurisdiction is involved or is threatened and the fire department of such jurisdiction cannot reasonably be expected to prevent such loss, the Mayor or his/her designee may, in his/her discretion, order such units of the Division of Fire and Emergency Services of the Urban County to assist in the prevention of such loss upon call for assistance from the chief executive officer of such nearby jurisdiction or the chief of the fire department thereof. Units of the Division of Fire and Emergency Services may likewise respond to surrounding counties when there are incidents which do not pose a threat of disastrous and/or extensive loss of life, but which require special equipment and/or training which the local jurisdiction does not possess.
- (5) When units from the Division of Fire and Emergency Services respond to such calls for assistance, the ranking fire officer of the jurisdiction making the request shall be deemed the Incident Commander.
- (6) In exercising the discretion to send equipment of the Division of Fire and Emergency Services out of the corporate limits of the Urban County as above set out, the Mayor and the Fire Chief shall at all times ascertain to the best of their ability the necessity for such assistance and shall also give primary and

due consideration to the requirements of adequate fire protection for the Urban County.

## Non-LFUCG fire assets used in Lexington Fayette

Kentucky Revised Statutes: 39B.040:

- (1) The local director of each local emergency management agency in the Commonwealth may develop or cause to be developed mutual aid arrangements with special districts and other public and private agencies within this Commonwealth for reciprocal disaster and emergency response aid and assistance in case of disaster or other emergency too great to be dealt with unassisted. The arrangements shall be consistent with the Kentucky Emergency Operations Plan, the local Emergency Operations Plan, and the comprehensive emergency management program of the Commonwealth, and in time of emergency it shall be the duty of each local disaster and emergency services organizational unit, including each special district, and each public or private agency, to render assistance in accordance with the provisions of these mutual aid arrangements.

Kentucky Revised Statutes: 39B.070:

- (1) Subject to the order of the Governor, or the chief executive of the county, Urban County Government, charter county government, or city, to assign and make available for duty, the employees, property, or equipment of the county or city relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for disaster and emergency response purposes within or outside of the physical limits of the county, Urban-County Government, charter county government, or city.