ESF-4 Firefighting

JOHNSON COUNTY EMERGENCY OPERATIONS PLAN

Coordinating Agency: Johnson County Med-Act

Support Agencies: American Red Cross
Johnson County Emergency Management and Communications
- Emergency Communications Center
Johnson County Emergency Management and Communications
- Emergency Management Division
Jurisdictional Fire Departments
Jurisdictional Law Enforcement
The Salvation Army
Water Utility Providers

INTRODUCTION

Purpose
The purpose of the ESF-4 Firefighting Annex is to establish how firefighting activities will be coordinated to meet the needs generated by disasters affecting Johnson County.

Scope
This annex identifies the key policies, concepts of operations, roles and responsibilities, and capabilities associated with ESF-4 Firefighting in Johnson County. ESF-4 applies to all individuals and organizations and the full range of firefighting services that may be required to support disaster response and recovery operations in Johnson County.

Fire Departments in Johnson County and other supporting agencies have existing emergency plans and procedures. ESF-4 is not designed to take the place of these plans; rather it is designed to compliment and support departmental staffing and procedures already in place. Additional first responder ESF annexes include ESF-9 Search and Rescue, and ESF-13 Public Safety and Security.

Specifically, ESF-4 Firefighting addresses:
- Fire suppression and mitigation activities;
- Incident management structures;
- Resource augmentation, such as mutual aid.
SITUATION & ASSUMPTIONS

In addition to the “Situation and Assumptions” section in the Basic Plan, the Concept of Operations for ESF-4 is based on the following:

Situation

1. There are 11 fire departments that service Johnson County. Seven of these departments are municipal (Bonner Springs, Lake Quivira, Leawood, Lenexa, Olathe, Overland Park, & Shawnee) and four are fire districts (Johnson County Fire District #1, Johnson County Fire District #2, Consolidated Fire District #2, Northwest Consolidated Fire District). Each of the fire departments within Johnson County is responsible for fire suppression within their respective jurisdictions.

2. Of note, the City of Bonner Springs, most of which is located in Wyandotte County, provides its own fire service to that small section of the city situated in Johnson County. Johnson County also has Johnson County Fire District #2 that provides fire service to about a 65 square mile area of northern Miami County, which includes the North Shore of Hillsdale Lake.

3. The Emergency Communications Center (ECC) is responsible for dispatching fire department resources within Johnson County.

4. There is a county-wide mutual aid inter-local agreement in place for all fire districts to support each other.

5. Primary communications are via the county radio system. All fire agencies share common dispatch and tactical radio channels through the ECC. In addition, all fire units have access to a metro-wide mutual aid frequency. The ECC maintains “Guidelines for Field Users Johnson County Emergency Communications” to guide field usage of the radio system. Alternate communications are available through mobile data terminals, cellular or public telephones, and pagers.

6. Allocating resources during emergencies and forecasting resource needs is done by ECC in coordination with the involved fire jurisdiction(s). Mutual aid can be activated through ECC by a simple request by the Incident Commander or, in some cases, can be self-initiated by ECC.

7. All departments provide 24 hour staffing through a combination of career and/or volunteer personnel. The Incident Commander is responsible for utilizing operational period schedules to ensure individuals are not working for extended periods of time.

Assumptions
1. Existing fire and rescue personnel and equipment will be able to cope with most emergency situations through the use of existing mutual aid agreements.

2. When additional or specialized support is required, assistance can be obtained from neighboring counties, state and federal agencies, through the Johnson County Emergency Communications Center or the County EOC when activated.

3. In a disaster, fire departments may be called upon to do much more than their typical response to fires and emergency medical calls. The fire departments will assist with rescue and extrication of trapped persons, assess hazardous materials situations, and remove debris on primary roadways, evacuations, reconnaissance, traffic control and security.

4. Jurisdictional fire departments will provide qualified personnel as requested to the County EOC as part of the ESF-4 Firefighting Team when activated.

5. The Incident Commander will keep Johnson County Emergency Management informed of escalating situations with the potential to require activation of the County EOC. This notification can be performed directly, through the ECC, or city EOC if activated.

CONCEPT OF OPERATIONS

1. The National Incident Management System (NIMS) Incident Command System (ICS) is utilized throughout the county for coordinating activities among local fire organizations and other first responders. All jurisdictional fire department personnel have completed the appropriate NIMS training for their level of responsibility. The Johnson County Fire and Emergency Services Chiefs Association adopted an interagency model procedure for the incident command component of NIMS.

   a. On-Scene Control:
      i. Law enforcement will provide traffic and scene control as directed by the Incident Commander.
      ii. The Incident Commander will identify a separate area, at a safe distance from the incident scene, where information will be disseminated to the media. Law enforcement will provide any security required for this area.
      iii. The Incident Commander may request, via ECC, that the Federal Aviation Administration (FAA) restrict airspace in the immediate vicinity of the incident.
      iv. The Incident Commander may direct, via ECC that utility companies shut off gas and/or power lines in the vicinity of the incident.
2. There are several interagency model procedures that represent a consensus among jurisdiction fire departments for fire suppression and mitigation activities. Specifically, those model procedures include:

   a. The High Rise Tactical Plan is intended to adapt normal, Standard Operating Procedures and systems to a high-rise mode of operation for the emergency services departments of Johnson County.
   b. All Fire Departments and Med-Act follow joint medical protocols, which includes firefighter rehab procedures.
   c. The Personnel Accountability System (PAS) is to assist in the on-going awareness of assignments and location of personnel on an emergency scene.
   d. Mayday provides for common communication and response to a firefighter or company down, trapped, disoriented or otherwise incapacitated on an emergency scene.

3. Evacuations may be initiated by local officials in situations where evacuation is critical to the safety & health of the population.

   a. On-scene Incident Commanders (IC) are responsible for making evacuation decisions related to a specific incident, especially when the timeliness of such decisions is a matter of immediate life safety. In the case of a more widespread disaster, or when the decision to evacuate is not a matter of immediate life safety, such decisions will normally be made by or in coordination with senior local government officials such as the respective police chief, fire chief, emergency manager, city/county manager, mayor, and/or the Chairman of the Board of County Commissioners (BOCC).

   b. In general, evacuation criteria will take into account variables such as the specific hazard; immediacy, seriousness & expected duration of the threat; vulnerable populations at risk; and adequacy/availability of evacuation routes and resources.

   c. Chief executives of jurisdictions being evacuated should be advised as soon as possible, according to established protocols. The IC and/or cities will keep Johnson County Emergency Management (JCEM) informed of evacuation situations with the potential to require countywide coordination or County EOC activation. Upon becoming notified, JCEM will provide necessary support and activate the County EOC as required. When activated ESF-1, ESF-4, ESF-9, ESF-10, and ESF-13 will coordinate countywide evacuation activities.

4. Johnson County Med-Act is the Coordinating Agency in the EOC for ESF-4 Firefighting. They will coordinate response efforts with the Supporting Agencies defined in the plan.
5. The mission of ESF-4 Firefighting is to ensure the provision and coordination of firefighting activities required to meet the needs generated by disaster affecting Johnson County. When the ESF-4 Team is activated, Johnson County Med-Act will immediately respond to the EOC and ensure proper staffing for ESF-4 in conjunction with jurisdictional fire departments. The ESF-4 Team will orchestrate the countywide coordination required to fulfill the mission of ESF-4. ESF-4 activities will include:

   a. Establish and maintain operational awareness of firefighting through direct communications links with firefighting units in the field and/or their appropriate coordinating entities (jurisdictional EOCs, Department Operations Centers (DOCs) or Incident Commanders as needed);
   b. Conduct firefighting disaster impact and needs assessments, prioritize ESF-4 operational objectives in alignment with the EOC Action Plan, and coordinate ESF-4 county-wide response activities;
   c. Collect and analyze information relevant to ESF-4 and report in WebEOC and EOC documents including EOC Action Plans and Situational Reports;
   d. Receive, manage, & track resource requests for ESF-4;
   e. Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.

6. ESF-13 Public Safety and Security will coordinate with ESF-4 Firefighting, ESF-1 Transportation, and ESF-3 Public Works and Engineering (debris removal), and other ESFs as needed to designate primary and alternate transportation routes, and evaluate and ensure access requirements to meet response needs.

7. Johnson County has access to a number of Specialized Capabilities (provided on a resource listing available in the EOC) for fire surveillance and suppression as noted below:

   a. Aerial Surveillance;
   b. Specialty Foam Capabilities;
   c. Aircraft Crash Rescue;
   d. Wildland Firefighting Team;
   e. Specialized Suppression Equipment.

8. A comprehensive resource inventory of jurisdictional fire department apparatus and equipment is maintained by ECC in a computer database. This database also contains basic information on fire department resources in adjacent counties. Providers of specialized equipment are responsible for ensuring the proper training and certification of equipment operators.

9. Accurate records and documentation must be kept to provide information to various agencies and individuals at the completion of mitigation activities.

   a. On-Scene: Johnson County Med-Act response agency will document where injured persons were found, treated, and transported (if applicable) for
additional medical care. Law enforcement, under the direction of the County Coroner, will record where deceased victims were found.

b. **Chain of Custody**: Law enforcement, under the direction of the County Coroner, will account for and secure evidence and personal belongings. (Refer to ESF-8 Public Health and Medical)

c. **Fiscal**: The Incident Commander and/or jurisdictions will ensure the tracking and accounting of labor and equipment used.

10. The role of jurisdictional fire departments in disseminating warnings to the public is usually limited to advising people in the immediate vicinity of the emergency scene. Any wide-scale public warning will be accomplished through a coordinated effort of public information officers at the scene, and in the city and/or county EOCs (See also ESF-15 Public Information Annex).

11. The American Red Cross and The Salvation Army are available to assist people impacted by fires such as food, shelter, clothing, etc. In addition, they support incident response operations/responders in accordance with standard operating procedures.

12. All individuals/organizations involved in disaster response should collect and record information on the utilization of labor, materials, equipment, and disaster-related costs.

**ROLES AND RESPONSIBILITIES**

**ESF-4 Firefighting Team**

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**Core Capabilities**

**Public and Private Services and Resources**

**Mission Area**: Response

**Description**: Provide essential public and private services and resources to the affected population and surrounding communities, to include emergency power to critical facilities, fuel support for emergency responders, and access to community staples (e.g., grocery stores, pharmacies, and banks) and fire and other first response services.
• Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance; and obtains and distributes, through appropriate channels, incident contact information to emergency responders mobilized through ESF #4.

• Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned; and ensures that all employees involved in all-hazard response will be supported and managed by an agency leader, agency liaison, or interagency incident management team.

• Ensures that an all-hazard incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified.

• Provides command, control, and coordination resources, to include incident management teams, area command teams, and multi-agency coordination group support personnel, to local, state, tribal, territorial, insular area, and Federal agencies in support of emergency operations.

• Provides staff to support incident facilities, facility, property, telecommunications and transportation management.

• Provides direct liaison with local, state, tribal, territorial, or insular area emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate.

• Provides support to enhance the resilience of local, state, tribal, territorial, and insular area firefighting agencies.

Critical Transportation
Mission Area: Response
Description: Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas

• Provides engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, and repair of roads and bridges.

• Provide resources (personnel and equipment) necessary to clear fallen trees, brush and debris from city, county, and state roads to facilitate emergency access in disaster area.

Infrastructure Systems
Mission Area: Response, Recovery
Description: Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community
**Operational Communications**

**Mission Area:** Response  
**Description:** Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.

- Provides radio communications systems to support firefighters, law enforcement officers, and incident response operations.
- Provides appropriate communications personnel to accompany radio systems for user training and operator maintenance indoctrination.

**Mass Search and Rescue**

**Mission Area:** Response  
**Description:** Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.

- Provides equipment and supplies during incidents, based on standby agreements and contingency plans.

**Mass Care**

**Mission Area:** Response  
**Description:** Provide life-sustaining services to the affected population with a focus on hydration, feeding, and sheltering to those who have the most need, as well as support for reunifying families.

- Provides appropriate resources (e.g., cots, blankets, sleeping bags, personnel) for shelters.

**Preparedness**

- Review the ESF-4 Annex annually and update as needed  
- Continually evaluate the capabilities required to accomplish the ESF-4 mission, identify any gaps, and leverage resources to address them  
- Manage the resolution of ESF-4 after-action issues  
- Develop and/or participate in relevant ESF related planning, training, and exercise activities at the local, regional, state, and/or federal level
### Response
- Establish and maintain operational awareness of firefighting through direct communications links with firefighting units in the field and/or their appropriate coordinating entities (DOCs, City EOCs, liaisons, etc.);
- Conduct firefighting disaster impact and needs assessments, prioritize ESF-4 operational objectives in alignment with the EOC Action Plan, and coordinate ESF-4 county-wide response activities;
- Collect and analyze information relevant to ESF-4 and report in WebEOC and EOC documents including EOC Action Plans and Situational Reports;
- Receive, manage, & track resource requests for ESF-4;
- Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.

### Recovery
- Coordinate the ESF-4 support of recovery activities
- Coordinate the restoration of ESF-4 resources and/or capabilities as needed
- Ensure ESF-4 Team Members and/or their agencies provide appropriate records of costs incurred
- Conduct an ESF-4 after action review

### Mitigation
- Identify and implement mitigation activities to prevent or lessen the impact of future incidents

## ESF-4 Firefighting Coordinating Agency Responsibilities

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| **Preparedness** | **Ensure each of the preparedness responsibilities identified for the County ESF-4 Team (listed above) are accomplished**  
                  | **Maintain an inventory of agency resources**  
                  | **Maintain emergency contact information** |
| **Response**    | **Provide firefighting support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the ESF-4 Firefighting Annex**  
                  | **Ensure each of the response responsibilities identified for the County ESF-4 Team (listed above) are accomplished regardless of the activation/staffing level of the County EOC**  
                  |   - Provide on scene medical and rehab support for incident response  
                  |   - Arrange for appropriate staffing of the County ESF-4 Team in the EOC throughout activations  
                  |   - Coordinate the activities of ESF-4 Team Members in the County EOC |
| **Recovery**    | **Coordinate the ESF-4 support of recovery activities**  
                  | **Coordinate the restoration of ESF-4 resources and/or capabilities as needed**  
                  | **Ensure ESF-4 Team Members and/or their agencies provide appropriate records of costs incurred**  
                  | **Conduct an ESF-4 after action review** |
### Mitigation
- Identify and implement mitigation activities to prevent or lessen the impact of future incidents

### ESF Support Agency Responsibilities

#### American Red Cross

| Preparedness | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
|--------------|-------------------------------------------------------------------|
| Response     | • Coordinate response activities with the County EOC in support of the ESF-4 mission  
  • Provide assistance (i.e. food, shelter, clothing, etc.) to those impacted by disaster in accordance with standard operating procedures.  
  • Support incident response operations/responders in accordance with standard operating procedures.  
  • Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| Recovery     | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| Mitigation   | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

#### Johnson County Emergency Communications Center

| Preparedness | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
|--------------|-------------------------------------------------------------------|
| Response     | • Provide dispatching services and communications support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the ESF-2 Communications Annex  
• Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| Recovery     | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| Mitigation   | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

#### Johnson County Emergency Management

| Preparedness | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
| Response | • Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
|---|---|
| Recovery | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

### Jurisdictional Fire Departments

| Preparedness | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
|---|---|
| Response | • Provide firefighting support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-4 Firefighting Annex*  
• Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| Recovery | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

### Jurisdictional Law Enforcement

| Preparedness | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
|---|---|
| Response | • Provide law enforcement support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-13 Law Enforcement Annex*  
• Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| Recovery | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
<p>| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |</p>
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<th>The Salvation Army</th>
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| **Preparedness** | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
| **Response**     | • Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Provide assistance (i.e. food, shelter, clothing, etc.) to those impacted by disaster in accordance with standard operating procedures.  
• Support incident response operations/responders in accordance with standard operating procedures.  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| **Recovery**     | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| **Mitigation**   | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

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| **Preparedness**       | • Assist with the ESF-4 Team preparedness activities (listed above)  
• Maintain an inventory of agency resources  
• Maintain agency emergency contact information |
| **Response**           | • Coordinate response activities with the County EOC in support of the ESF-4 mission  
• Provide water sources adequate to support ongoing firefighting operations  
• Send agency representatives to the County EOC as part of the ESF-4 Team when activated |
| **Recovery**           | • Coordinate the restoration of agency resources and/or capabilities as needed  
• Participate in countywide recovery planning and activities  
• Prepare the documentation required to become eligible for reimbursement  
• Participate in after action reviews |
| **Mitigation**         | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |
POLICIES, AUTHORITIES, AND REFERENCES

Please refer to the Basic Plan for additional Policies, Authorities, and References.

References

- Fire Stations in Johnson County- On File with JCEM
- Fire Service Providers by Jurisdiction- On File with JCEM
- Fire and Emergency Services Auto Aid/Inter-local Agreement - On File with JCEM

State Statutes

- K.S.A. 31-133 through 31-157: Fire Protection; Fire Safety and Prevention
- K.S.A. 31-401 through 31-406: Fire Protection; Arson Reporting
- K.S.A. 31-501 through 31-506: Fire Protection; Kansas Fireworks Act
- K.S.A. 20-2110: Insurance, General Provisions, Reporting fire losses; rules and regulations
- K.S.A. 75-1503 through 75-1515: State Departments' Public Officers and Employees; State Fire Marshal
- K.S.A. 75-3137: State Departments' Public Officers and Employees; Salaries and Assistants; Miscellaneous Provisions
- K.A.R. 22-5-1 through 22-5-6: Fire Reporting Requirements

Reference ESF #10 Oil and HazMat for references to HazMat regulations.