



Annex D: Emergency Support Function #4 – Fire/EMS

November 2020

Coordinating Agency

Hamilton County Fire Chief's Association

Supporting Agencies

Hamilton County Emergency Management & Homeland Security Agency

Hamilton County Engineer's Office

Hamilton County Facilities

Greater Cincinnati Water Works

Local Jurisdictional Fire/EMS Departments

Local Law Enforcement

Introduction

Purpose

The purpose of Emergency Support Function (ESF) #4 – Fire/EMS is to establish how activities related to fire management and suppression, as well as Emergency Medical Services (EMS) will be coordinated during and after disasters to meet the emergency needs of Hamilton County, OH. This ESF describes the operational components as well as roles and responsibilities of the agencies necessary to fulfill the duties of ESF #4.

Scope

ESF #4 serves to offers guidance to agencies and departments, who are responsible for fire suppression in rural, urban, wild land settings, medical emergencies or other incidents that are the result of natural, technological, or man-made disasters.

Activities of ESF #4 include detecting and suppressing wildland, rural, and urban fires, developing and supporting interstate and intrastate firefighting assistance agreements, supporting emergency medical personnel in containing and stabilizing disasters, coordinating with private sector partners to support on-scene medical operations, and supporting mass casualty operations.

Situation

Fire is the one of the most frequently occurring hazardous events in Hamilton County, though it rarely rises to the level of "disaster." The *2018 Hamilton County Multi-Hazard Mitigation Plan* ranks Fire fifth, largely because it has the possibility of generating the secondary hazards of hazardous materials incidents and utility outages. The risks associated with fires are mainly to lives, property, utilities, and municipal infrastructure. Fire, always a danger, could become more lethal during a natural or man-made disaster that impacts the county. Fire, flood, aircraft crashes, train accidents, hazardous materials incidents and numerous other causes occasionally create situations which require dispersal of firefighting/EMS equipment beyond that which is normal.

Virtually all of Hamilton County is provided with fire and emergency medical service protection through a network of paid, volunteer, and combination paid/volunteer fire and EMS departments. A majority of Hamilton County is serviced by fire hydrants. In the event of a long-term water outage a water contingency plan will have to be identified.

Although these first responders receive extensive training prior to joining a department, and then often attend routine training to maintain their certifications, these men and women still face numerous severe hazards on a daily basis. Some of those hazards are: densely populated urban settings, ever increasing high-rise structures, limited equipment and personnel in rural settings, limited access to utilities or natural resources to suppress wild land and/or forest fires, water rescue, rope rescue, terrorism attacks, hazardous materials incidents, and radiological emergencies.

If necessary, specialized teams or response organizations may be brought in to assist on scene in the suppression of the fire or containment of the emergency. Examples of these teams are Urban Search and Rescue, Fast Water Rescue, and Rope Rescue Teams (more information on these is located in ESF #9 – Search & Rescue) and Hazardous Materials teams for WMD or Radiological Emergencies (more information on these is located in ESF #10 – Hazardous Materials).

The Emergency Medical Services are capable of providing;

1. First responder emergency medical services
2. Medical transport
3. Mass Casualty services to include; Triage, Treatment, and Transport
4. Manage the forward movement of patients – moving patients from one region to another to reduce the burden on the local medical system.

The Ohio Fire Service Emergency Response System (ORS) was developed to aid local fire/EMS departments in mobilizing large quantities of personnel and equipment.

Assumptions

Planning requires assumptions based on statistics, history, behavior patterns and likely future trends. The following assumptions were made as consideration for ESF #4:

- Planning for every firefighting or EMS contingency is beyond the scope of this ESF but it will outline broad objectives that will provide the greatest protection of life and property that can be achieved with the resources available.
- In most situations, individual department personnel and equipment, in conjunction with personnel and equipment provided through preexisting mutual aid agreements, the ORS, and the Intrastate Mutual Aid Compact (IMAC – ORC 5502.41) should be adequate enough to respond to any disaster.
- In Hamilton County, the National Incident Management System (NIMS)/ Incident Command System (ICS) is utilized at the scene of emergencies. Requests for assistance will be forwarded to the Regional Operations Center from the Incident Commander or his/her representative. For a description of the Incident Command System, see the Basic Plan.
- Once local jurisdictions have exhausted all of their resources, and a local emergency declaration has been declared, state and federal resources may be made available.

Concept of Operations

Emergency Support Function (ESF) #4 – Fire/EMS consists of five broad activities in relation to the Hamilton County Emergency Operations Plan. These activities are:

ESF #4 Activities	
1.	Detecting and Suppressing Wildland, Rural, and Urban Fires
2.	Developing and Supporting Interstate and Intrastate Firefighting Agreements
3.	Supporting Emergency Medical Personnel in Containing and Stabilizing Disasters

ESF #4 Activities	
4.	Coordinating with Private Sector Partners to Support On-scene Medical Operations
5.	Supporting Mass Casualty Operations

General Overview

1. Local jurisdictions have the responsibility of providing fire and EMS protection. In disaster situations, the functions and duties of the responders will mimic normal day-to-day operations with the addition of the following duties. These include utilization of either the Emergency Alert System, or some type of public notification system and the dissemination of information pertaining to population protective actions including, if applicable, evacuation route information.
2. The first fire/EMS department on the scene will establish command, following the NIMS/ICS, and alert other responders regarding the status of the situation. The Incident Commander will then be responsible for advising decision makers about the risks associated with the threat and recommending methods for suppression.
3. Hamilton County Emergency Management is responsible for notifying the Hamilton County Fire Chiefs Association during emergencies. The representative from the Hamilton County Fire Chiefs Association who responds to the ROC is the primary coordinating agent for ESF #4. He/she will coordinate with the Incident Commander(s) at the site of the disaster and work with ESF #4 support organizations to provide resources.
4. In the event of an emergency that requires the activation of ESF #4 there will also be a need for large numbers of volunteer resources to coordinate such things as emergency sheltering, feeding sites, and other duties not previously assigned. These volunteers, for example American Red Cross, CERT, RACES, and COAD are activated and coordinated under ESF #6 — Mass Care.

Relationship Between Levels of Government

1. The ESF #4, Hamilton County Fire Chiefs Association Representative, will manage and coordinate firefighting/EMS activities between local, county, state, and federal agencies and departments. In non-emergency times, the ESF4 Coordinator will be an advocate for preparedness training.
2. Generally speaking, even in federally declared emergencies, most firefighting/EMS actions and support occur on a local, state, and intrastate level. Federal resources, such as the USDA – Forest Service, may be limited due to the fact that those same resources are being drawn upon on a national level rather than being available solely for a declared emergency site in a particular state. Therefore, it is paramount that mutual aid agreements are formalized on local, county, state and intrastate levels.

Organization and Assignment of Responsibilities

The Hamilton County Fire Chief's Association has the primary responsibility for the fire suppression and EMS functions in Hamilton County. The Hamilton County Fire Chief's Association will serve as the coordinating agency for this ESF.

Coordinating Agency Responsibilities

Hamilton County Fire Chief's Association will:

1. Coordinate the activities of Support Agencies within ESF #4 to fulfill operational objectives.
2. Direct the activities of the ESF #4 in conjunction with assistance from ESFs at the local, State, or Federal levels as applicable.
3. Collaborate with other Coordinating Agencies to ensure an effective response between ESFs.
4. Designate sufficient representatives (no less than three) to support/staff 24-hour operations at the Hamilton County EOC. The Hamilton County EMHSA will maintain listings of these personnel, 24-hour contact information, and directions for contacting them in the event of communication outages.
5. Develop and train all staff responsible for implementing ESF #4 on standard operating procedures.
6. Share ESF #4 activity information with appropriate EOC personnel.

7. Prioritize ESF #4 operational strategies in alignment with the EOC and on scene objectives.
8. Coordinate with the on-scene IC to assess the fire situation, including a determination of the area to which the fire might expand and an estimate of speed and direction of wind at the scene.
9. Coordinate with the on-scene IC to assess the EMS situation, including determination of incident type, number of casualties, and resource needs.
10. Evaluate the overall community situation. Compare reports from the scene by the incident commander with those of other services to obtain a comprehensive assessment of the threat. This evaluation will provide a basis for determining effective courses of action tailored to the situation
11. Obtain from the local jurisdiction whether they have executed the Ohio Fire Service Emergency Response Plan and if their capabilities (including mutual aid) will meet the needs of the incident.
12. In conjunction with the IC, begin planning for the acquisition of additional equipment and personnel that may be required to effectively respond to the incident.
13. Begin developing secondary water supply contingencies.
14. Receive, manage, and track resource requests for ESF #4 in accordance with established resource management procedures.
15. Coordinate with ESF #15 – Emergency Public Information for the inclusion of appropriate information for public dissemination.
16. Provide longer-term coordination of fire suppression and EMS activities across Hamilton County and support the all mass casualty operations.
17. Assist in the development of the After Action Report. This report is a detailed, written analysis of the strengths and weaknesses of county-level emergency response and short-term recovery activities based upon extensive research of the event and interviews with participating assessment, response, and short-term recovery personnel.

Supporting Agencies Responsibilities

Hamilton County Emergency Management & Homeland Security Agency will:

1. Assist in coordinating resource support for ESF #4 response.
2. Notify OEMA of the current situation in Hamilton County to enable them to begin initial planning if the situation escalates.
3. If necessary, make a request to the Board of County Commissioners to issue a formal emergency declaration, thereby beginning the process of obtaining additional resource assistance and funding. Should the disaster exhaust county & state resources, the Governor may seek assistance from FEMA.

Hamilton County Engineer's Office will:

1. Assist in maintaining access to arterial roadway corridors for firefighting/EMS equipment.
2. Provide equipment such as trucks, backhoes, loaders, dozers, etc. on an as needed basis.

Hamilton County Facilities will:

1. Provide equipment on an as needed basis.

Greater Cincinnati Water Works will:

1. Maintain pressure to the hydrant system and address disruptions to the water supply.
2. Maintain a listing of water resources in Hamilton County.
3. Provide equipment such as trucks, backhoes, loaders, dozers, etc. on an as needed basis.

Local Jurisdictional Fire/EMS Departments will:

1. Conduct firefighting/EMS operations in accordance to established plans, mutual aid agreements, and the State Fire Service Emergency Response Plan.
2. Maintain inventories of firefighting/EMS staffing and equipment.
3. Establish staging areas following ICS guidelines.

Local Law Enforcement will:

1. Provide traffic control.
2. Provide security for firefighting, emergency medical, and rescue operations, as needed.
3. Maintain law and order.

Attachments

Tab A – Hamilton County Fire Chief’s Association Mass Casualty Incident (MCI) Response Plan