City and County of San Francisco Emergency Response Plan

ESF #4:
Firefighting Annex

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Figure A: Event Process Flow Chart

Section 1: Introduction

1.1   Coordinating and Supporting Departments

Coordinating Department	SFFD
Supporting Department(s)	DEM, DPH, DPT, DPW, HSA, ME, MTA, SFPD, SFSD

1.2 Overview of Department Responsibilities

Department	Responsibilities
SFFD	• Coordinate firefighting operations, e.g. fire suppression, life-saving, Urban Search and Rescue (ESF #9), land-based hazardous materials events (ESF #10, Part A: Land) • Maintain contact with the Incident Commander and/or DOC • Maintain contact with supporting departments • Establish FDOC and/or staff EOC as required • Request Mutual Aid when needed
DEM **DPH** **DPT** **DPW** **HSA** **ME** **MTA** **SFPD** **SFSD**	• Provide direct support for SFFD field response and recovery operations • Maintain communication with ESF #4 representatives; provide regular situation status updates • Staff agency DOC and/or EOC as required

1.3 Purpose

The purpose of Emergency Support Function (ESF) #4: Firefighting is to provide an organized local capability for effective fire management during a large scale event within the City and County of San Francisco (CCSF).

1.4 Scope

ESF #4 provides a coordinated response of firefighting resources for the mitigation of urban fires, structural fire, and any other fire-related event resulting from a natural, man-made, or technological disaster. This annex designates ESF #4 roles and responsibilities, to include actions taken through the application of personnel, equipment, and technical expertise to control and suppress events that may exceed available resources.

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Section 2: Concept of Operations

2.1 General Concepts

The *ESF #4: Firefighting Annex* will be utilized by the San Francisco Fire Department (SFFD) and supporting departments during any large-scale event that results in fire or conflagration within CCSF. Procedures pertaining to this function are in compliance with the Standardized Emergency Management System (SEMS), Incident Command System (ICS), and the San Francisco Fire Department Operations Plan.

This Concept of Operations will outline the following elements of the Firefighting function:

- Fire Department Operation Center
- Modified Dispatch
- EOC Fire and Rescue Branch
- Fire Mutual Aid
- Information Flow
- Organization and Structure
- Notification and Activation Procedures
- Designated Response Actions
- Deactivation Procedures

2.1.1 Fire Department Operation Center

During any event that exceeds normal SFFD capacity, the San Francisco Fire Department Operation Center (FDOC) will be activated. The FDOC will coordinate overall SFFD activities and conduct department-level ESF #4 functions. In the event that the CCSF Emergency Operations Center (EOC) is activated, the EOC Fire and Rescue Branch will coordinate citywide ESF #4 functions. Event information and needs will be communicated from the FDOC to the EOC Fire and Rescue Branch

In accordance with SEMS requirements, the FDOC will be staffed and managed by the FDOC Incident Management Team which consists of the Chief of Department, Deputy Chiefs, Assistant Chiefs, and assigned personnel to include Suppression, Emergency Medical Services (EMS), and Headquarters Staff. Additional personnel to support the FDOC will be identified and assigned by the Chief of Department, designee, or the FDOC Manager.

The following functions will take place at the FDOC:
- Assessment of the current situation and resource status
- Determination of immediate future needs
- Allocation of reserve resources

- Coordination of SFFD activities

- Initiation of off-duty personnel recall

- Request mutual aid through the Operational Area (OA) Mutual Aid Coordinator; staff resource staging areas

- Support the OA Fire and Rescue Mutual Aid Coordinator in acquiring mutual aid resources, as necessary

- Complete and maintain status reports for major incidents requiring or potentially requiring OA, Federal, and/or State response

- Maintain the status of unassigned fire and rescue resources

2.1.2 Modified Dispatch

In the event that multiple SFFD resources are simultaneously committed due to multiple incidents occurring throughout the city or a catastrophic event such as an earthquake, normal Fire Department tactics and procedures will be modified. Initial disaster response operations will be adapted to preserve a functional span of control and to ensure effective operations during any event or events that overstress available operational and communications capabilities.

10-1 Modified Dispatch

10-1 modified dispatch is the first step beyond normal operations. When activated, building fires from that point forward will be assigned no more than two engines, one truck, and one Battalion Chief; investigative requests will be assigned no more than one engine; and medical calls will be assigned no more than one SFFD unit.

A 10-1 dispatch will be implemented during any non-catastrophic event or series of events that results in six or more chiefs being out of service and up to half of SFFD engines simultaneously deployed to fire, medical and/or response calls.

10-1 modified dispatch can also be requested by the Chief of Department, Deputy Chief of Operations, Deputy Chief of Administration, or a Senior Assistant Chief. When a situation has been identified that necessitates 10-1 modified dispatch, the Department of Emergency Management (DEM), Division of Emergency Communications (DEC) Senior Fire Officer and/or DEC Operations Supervisor and/or Manager will notify the following:

- Chief of Department

- Deputy Chief of Operations

- Deputy Chief of Administration

- DEM Executive Director / Deputy Director / Administrator On-Call (AOC)

- DEM/EMS Duty Officer

- Division 2

- Division 3

Upon determination that resource levels have returned to normal, 10-1 modified dispatch will be deactivated by the Chief of Department, Deputy Chief of Operations, Deputy Chief of Administration, Senior Assistant Chief, or DEC.

Battalion Command (10-5 Modified Dispatch)

Battalion Command is an SFFD organizational component based on San Francisco Fire Battalions (see Figure 2-1 below), that may become necessary during a catastrophic or 'sentinel' event that involves over 1/3 of all on-duty personnel.

Battalion Command can be requested by the Chief of Department, Deputy Chief of Operations, Deputy Chief of Administration, or a Senior Assistant Chief. Initial Battalion Command operations will be implemented by the Senior Fire Officer at DEC, the Rescue Captain at DEC, and/or the DEC Operations Supervisor and/or Manager.

When an event is of such magnitude that Battalion Command is necessary, the following actions will occur:

1. All operations will be suspended, to include the deployment of engine companies, personnel, and resources to an incident scene.
2. Assistant Chiefs will become Branch Directors (e.g. the Assistant Chief of Battalion 2 would become the Division 2 Branch Director).
3. Battalions will become Battalion Command (e.g. Battalion 7 would become Battalion 7 Command).
4. Engine companies conduct windshield surveys and report back to their respective Battalion Command.
5. Battalion Command conducts an assessment of windshield survey findings, and:
    a. Prioritizes resource response
    b. Requests resource assistance as necessary

Battalion Command may be deactivated by the Chief of Department, Deputy Chief of Operations, Deputy Chief of Administration, or Senior Assistant Chief.
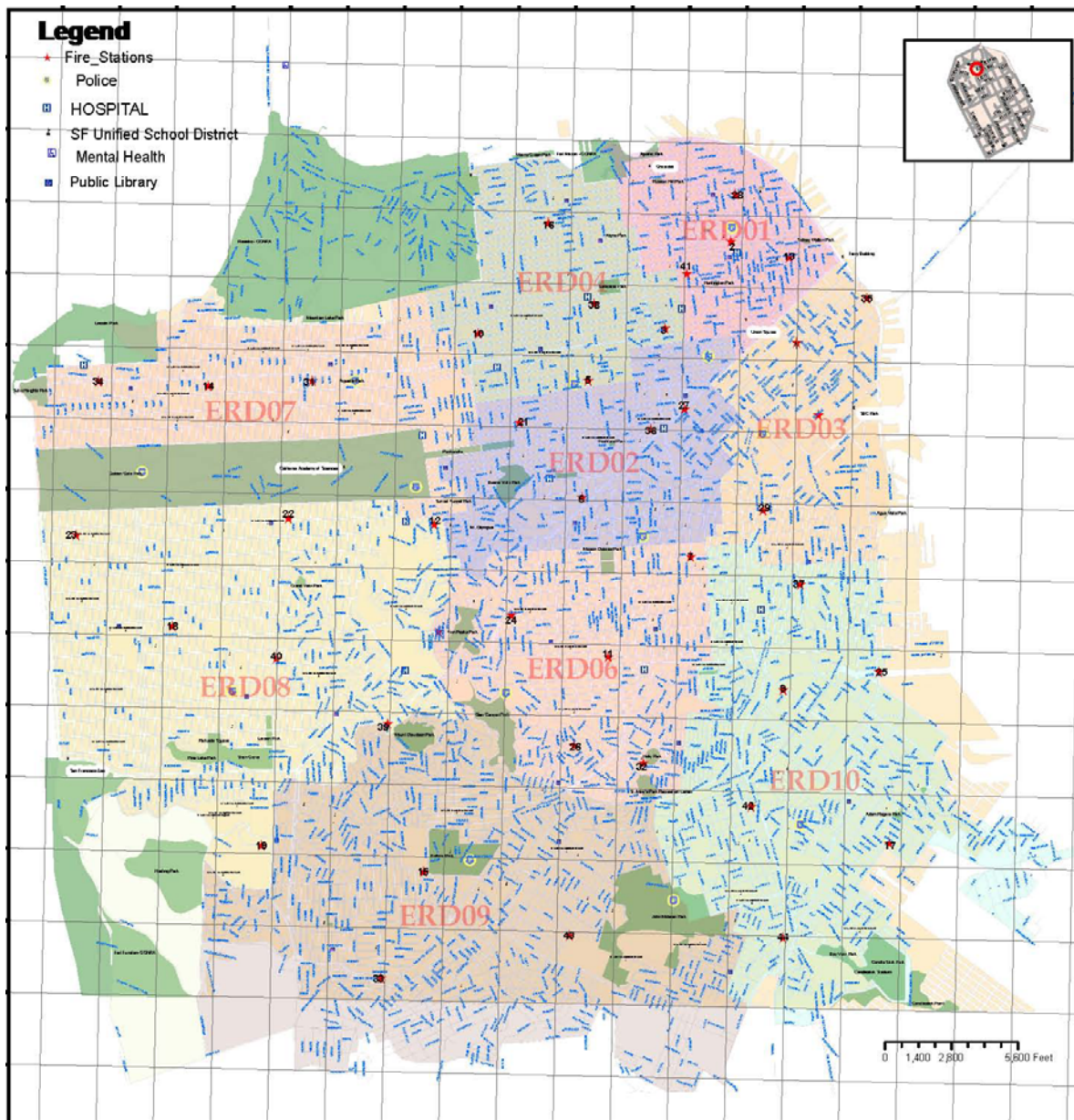
Figure 2-1: San Francisco Fire Department Battalions / Emergency Response Districts

2.1.3 EOC Fire and Rescue Branch

Mission

During a CCSF EOC activation, citywide ESF #4 functions will be carried out through the EOC Fire and Rescue Branch. The mission of the EOC Fire and Rescue Branch is to obtain FDOC situation reports and requests and to coordinate any requests for resource support that fall outside of the Fire and Rescue Mutual Aid System (Mutual Aid requests will be coordinated

through the FDOC). The branch will supply the FDOC with information, situational awareness and citywide objectives developed in the EOC. The Fire and Rescue Branch will link the EOC to the following:

- FDOC

- Urban search and rescue resources (Federal, State, and local teams)

- Incident Command for incidents under the management of the fire services, as appropriate

Overarching Responsibilities

- Coordinate fire, hazardous materials, and urban search and rescue operations in CCSF and assist neighboring communities through the Neighborhood Emergency Response Team (NERT) program, if called upon

- Coordinate logistical support for mutual aid assets ordered through the Fire and Rescue Mutual Aid System

- Coordinate with the Law Enforcement Branch on search and rescue activities

- Support the Situation Status Unit of the Planning Section by proactively sharing response information and situation assessments received from field units and DOCs

- Implement ESF #4 priorities of the EOC Action Plan

Fire and Rescue Branch Positions

- Fire and Rescue Branch Coordinator
  - Urban Search and Rescue Unit Leader
  - Oil and Hazardous Material Response Unit Leader

2.1.4 Fire Service and Rescue Mutual Aid System – Region II

Under the terms of California's Disaster and Civil Defense Master Mutual Aid Agreement, statewide emergency mutual aid assistance is provided on a voluntary basis from one jurisdiction to another at no cost to the receiving jurisdiction. Mutual aid is intended to ensure that adequate resources, facilities, and other emergency support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

To facilitate coordination and flow of mutual aid, the California Emergency Management Agency (CalEMA) oversees six mutual aid regions among three administrative regions, as shown in the Figure 2-2. The City and County of San Francisco is located within Mutual Aid Region II. The Fire and Rescue Mutual Aid system is one of three mutual aid systems (see Table 2-1
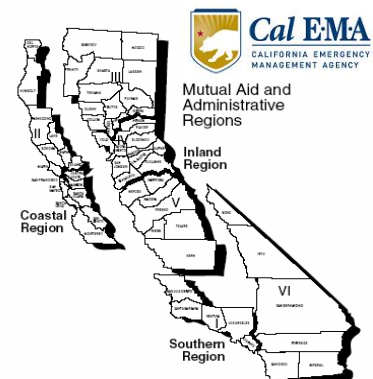

Figure 2-2 California Mutual Aid Regions

below) that falls into these regions.

The CalEMA Fire and Rescue Mutual Aid Coordinator is responsible for the overall coordination of the Fire and Rescue Mutual Aid System, and manages the statewide response. Within San Francisco, SFFD has a designated Operational Area Fire and Rescue Mutual Aid Coordinator. In the event that the designated San Francisco Mutual Aid Coordinator is unavailable, mutual aid duties may be carried out by the Senior Assistant Chief (Branch Director). If local firefighting resources have been exhausted, the designated San Francisco Mutual Aid Coordinator or alternate will submit resource requests to the Region II Fire and Rescue Mutual Aid Coordinator. The San Francisco Mutual Aid Coordinator will manage mutual aid provisions and report directly to the Region II Fire and Rescue Mutual Aid Coordinator.

Coordinated by CalEMA			Coordinated by EMSA[1]
Fire Service and Rescue	**Law Enforcement**	**Emergency Services[2]**	**Medical/Health**
Fire Service and Rescue Mutual Aid	Law Enforcement Mutual Aid	All other emergency services mutual aid not included in other systems	Disaster Medical/Health Mutual Aid
Urban Search and Rescue Mutual Aid	Coroner/Medical Examiner Mutual Aid	Emergency Managers Mutual Aid	Mental Health Mutual Aid
Hazardous Materials Mutual Aid	Search and Rescue Mutual Aid	Public Works Mutual Aid	Mass Care and Shelter Mutual Aid

Table 2-1: California Mutual Aid Systems

If San Francisco has activated its resources as part of a mutual aid response, the San Francisco Fire and Rescue Mutual Aid Coordinator may also report to a designated location such as the FDOC or to the EOC, depending on the needs of the event.

For additional information regarding this system's organization, responsibilities, and procedures, refer to the *California Fire Service and Rescue Emergency Mutual Aid System, Mutual Aid Plan.*

2.1.5 Information Flow

ESF #4 operations encompass communication across several coordination levels during a firefighting event. The following provides an overview of the coordination levels that maintain communication during an ESF #4-activated event. Figure 2-3 below depicts the relationship between the coordination levels.

- **Field Operations**
    - o Conduct necessary activities to contain fire and perform operations according to direction from the Incident Commander

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[1] Emergency Medical Services Authority
[2] For the purposes of this annex, the term *Emergency Services Mutual Aid* also refers to non-discipline-specific mutual aid.

- o Coordinate activities with NERT
- o Submit situation status reports to the FDOC

- **Incident Command Post / Unified Command (ICP / UC)**

    - o Coordinate field operations and resource utilization
    - o Maintain communications with FDOC

- **Branches (if activated)**

    - o Maintain contact with Battalion Commands

- **FDOC**

    - o Maintain constant communication with Incident Commander and/or branches regarding the status of field operations
    - o Receive requests for resources from the field; fulfill requests internally or coordinate requests with EOC or mutual aid as necessary

- **EOC Fire and Rescue Branch**

    - o Gather information from field and/or FDOC representatives on a continual basis
    - o Submit frequent situation status reports to the EOC Planning Section
    - o Coordinate with regional, State, or Federal entities as necessary
    - o Submit information about support operations, needed resources, and field situation status to the Operations Support Section Chief

- **Operations Support Section Chief**

    - o Gather updated information from the EOC Fire and Rescue Branch to ensure EOC situational awareness

- **Supporting ESF Departments**

    - o Support EOC, FDOC, and/or field operations as requested
    - o Maintain communication with appropriate department representatives by providing frequent situation status updates

- **EOC Manager**

    - o Maintain communication with EOC Section Chiefs
    - o Coordinate with the Policy Group, Regional Emergency Operations Center (REOC), State Operations Center (SOC), and other outside assisting organizations

- **Policy Group**

    - o Receive situation status updates from the EOC / EOC Manager
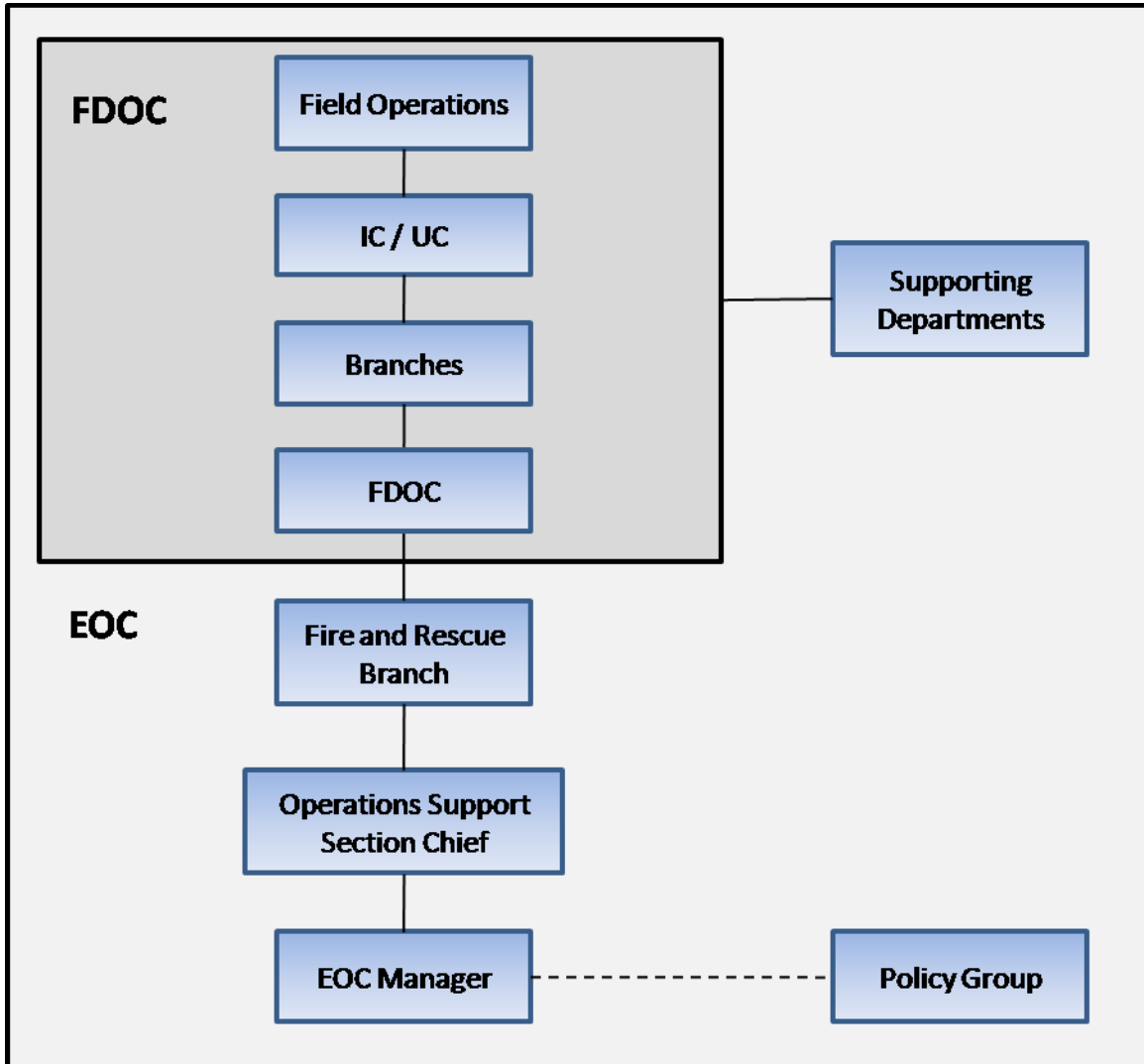   - o Support Mayor in issuance of mayoral directives or priorities

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Figure 2-3: ESF #4 Information Flow Chart

2.2 Organization

2.2.1 Organization and Structure

Figure 2-4 depicts the relationship between the EOC Fire and Rescue Branch, the FDOC, and field response operations during a Battalion Command modified response.
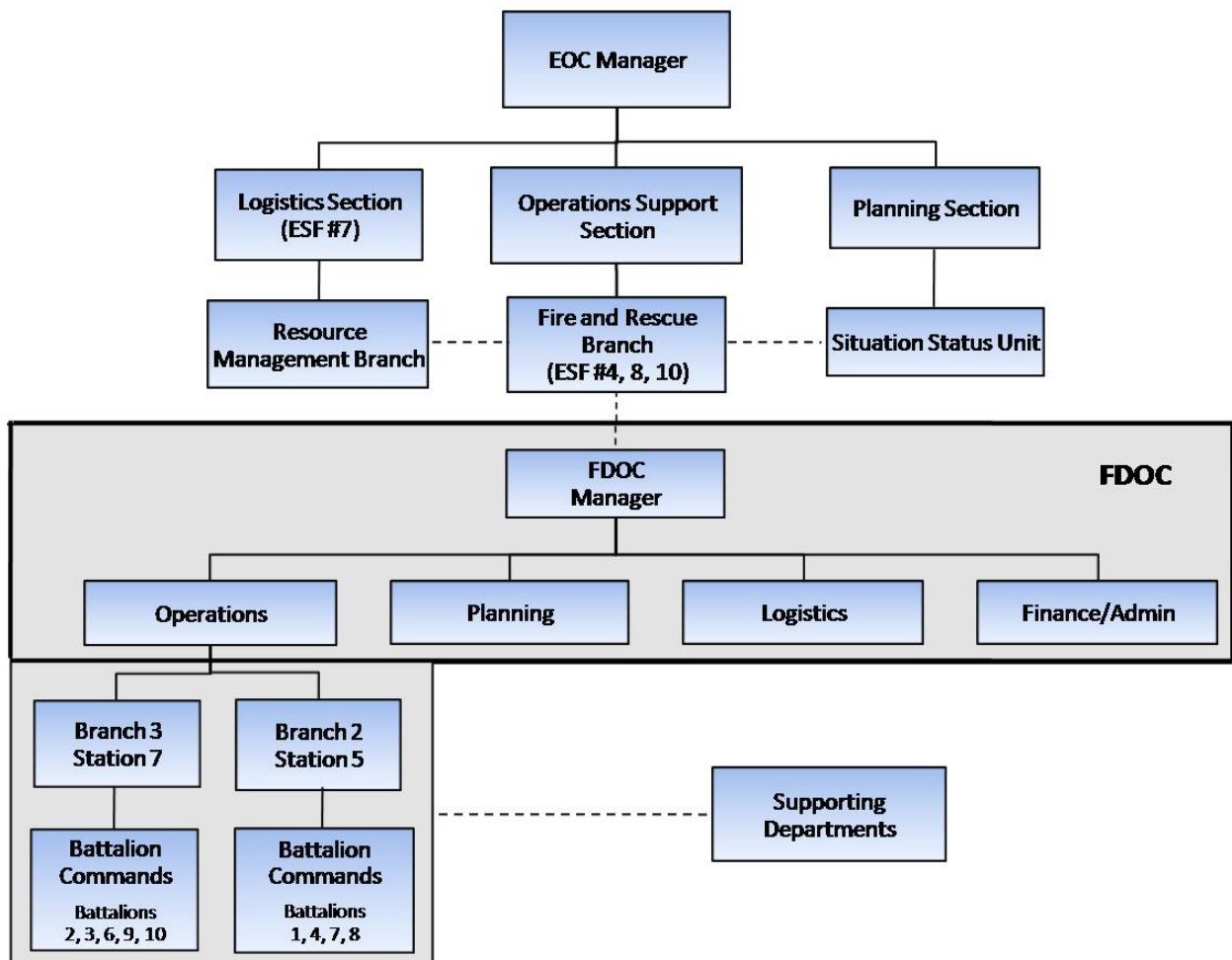

Figure 2-4: ESF #4 Battalion Command Organization

2.2.2 Roles and Responsibilities

The following table identifies the overall roles and responsibilities of each entity that may be involved with an ESF #4 activation. Entities needed to support ESF #4 operations will vary and will be determined according to the needs of the event.

Role	Responsibility
SFFD	• Command and coordinate fire suppression and rescue operations • Coordinate appropriate allocation of reserve resources • Maintain contact with supporting departments • Request mutual aid for resource support as necessary • Monitor and direct firefighting resources and response activities • Participate in EOC briefings • Contribute to the EOC Action Plan • Develop Situation Reports for the FDOC and EOC • Coordinate response activities with supporting agencies and ESFs
DEM	• Provide EOC support during any large-scale CCSF event involving firefighting response activities • Coordinate logistical support for mutual aid resources ordered through the Fire and Rescue Mutual Aid System • Assist in acquiring mutual aid resources, if needed • Assist in acquiring regional, State, and Federal resources, if needed
DPH	• Assist in SFFD hazardous materials responses
DPT	• Identify viable evacuation routes and provide a means of transportation for large scale evacuations
DPW	• Conduct debris removal • Ensure clearance of priority routes (ingress and egress)
HSA	• Coordinate ESF #6: Mass Care, Housing, and Human Services activities during large fires affecting residential units.
ME	• Provide for management of any fatalities that may result from a firefighting-related event
MTA	• Identify viable evacuation routes and provide a means of transportation for large scale evacuations
SFPD	• Provide scene security, crowd and traffic control, evacuation assistance, and crime scene investigation • Provide force protection for on scene resources

Role	Responsibility
SFSD	• Assist with event site security / force protection of event • Provide mutual aid assistance to SFPD operations • Facilitate lead coordination efforts for events occurring at the jail or at City Hall
Field Incident Commander	• Determine the most appropriate actions to manage incident • Establish Scene Control Zones • Perform rescue operations if prudent (or if it can be performed safely) • Submit frequent situation status reports to the FDOC
Mutual Aid Providers	• Provide resource and/or staffing support to ESF #4 operations during events that exceed CCSF personnel or equipment capabilities
NERT	• Assist San Francisco neighborhoods by conducting basic first aid, search and rescue, and firefighting operations
Policy Group	• Advisory body comprised of CCSF officials, to include SFFD Chief of Department when appropriate • Receive situation status updates from EOC • Support Mayor in the issuance of mayoral directives/priorities • Advise the Mayor on CCSF policy issues
Fire and Rescue Branch Coordinator[3]	• Facilitate FDOC to EOC communications • Provide frequent situation status updates to the EOC Planning Section • Coordinate firefighting activities with other departments/ESFs represented in the EOC
Urban Search and Rescue Unit Leader[4]	• Coordinate overall CCSF Urban Search and Rescue (US&R) operations • Implement the priorities of the EOC Action Plan assigned to the US&R Unit of the Fire and Rescue Branch
Oil and Hazardous Materials Unit Leader[5]	• Provide EOC-level operational support for the event • Maintain communication with the FDOC and outside supporting agencies providing assistance • Provide frequent situation status updates to EOC Fire and Rescue Branch Coordinator

Table 2-2: ESF #4 Roles and Responsibilities

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[3] EOC Fire and Rescue Branch Position
[4] EOC Fire and Rescue Branch Position
[5] EOC Fire and Rescue Branch Position

2.3 Notification and Activation

2.3.1 Notification

In the event of a large-scale CCSF firefighting incident, SFFD and DEM will jointly coordinate to determine the activation needs of ESF #4. If it is necessary to activate the FDOC and/or the EOC, notification will be issued to DEM Management and/or Duty Officer and all relevant supporting ESF #4 departments. Notification will be distributed via the most appropriate communications equipment for the event requirements, and will detail event information, reporting instructions, and any relevant coordination information.

2.3.2 Activation

ESF #4 may be implemented by SFFD, the DEM Duty Officer, or EOC Manager when a firefighting event has occurred. The level of activation will be determined according to the requirements of the event. ESF #4 may activate during the following situations:

- During any event that exceeds the capacity of normal SFFD operations
- Response and recovery operations that will involve multiple city departments
- During any event that results in fire-related casualties
- Response and/or recovery efforts are expected to last an extended period of time
- The magnitude of the event requires a mutual aid request
- During regional/statewide events that impact CCSF
- The type or magnitude of the event requires regional, State or Federal notifications to be made

Scalable Activation

ESF #4 coordination activities will be scaled according to the nature and magnitude of the event. The type and level of activation is generally based on an event's resource or staffing requirements and the impact on the community. Table 2-3 below illustrates a scalable emergency response activation according to event type.

Emergency Situation	Example	Coordinating Department	Activation Type
Simple Event	Firefighting event that involves routine assistance from supporting departments.	SFFD	• Field Operations • IC/UC (as necessary) • FDOC (as necessary)
Complex Event	Large-scale firefighting event that requires assistance from multiple departments/ESFs and EOC activation.	SFFD	• Field Operations • IC/UC • 10-1 or Battalion Command • FDOC • EOC

Table 2-3: Scalable Firefighting Response Activation

2.3.3 Response Actions

Step 1: Conduct Initial Assessment

- Determine magnitude of event
- If event is small in scale:
    - Deploy units to incident site
    - Set up ICS structure in field
    - Conduct initial incident assessment and develop Incident Action Plan (IAP)
    - Prepare site safety plan
- If event is large in scale:
    - Estimate the amount of resources available vs. the amount needed to manage event
    - Determine the need for modified dispatch
        - Decide whether 10-1 activation or Battalion Command is necessary
    - If Battalion Command is required
        - **SUSPEND OPERATIONS** – conduct thorough situation assessment prior to deploying any resources
        - Assistant Chiefs become Branch Directors; Battalions become Battalion Command
        - Engine companies conduct windshield surveys to gather event information

Step 2: Activate FDOC; Provide EOC Staff

- If appropriate, activate FDOC and NERT
- If EOC is activated, designate department representatives to staff the following EOC Firefighting Branch positions:
    - Fire and Rescue Branch Coordinator
    - Urban Search and Rescue Unit Leader (if needed)
    - Hazardous Materials Response Unit Leader (if needed)
- Notify and request assistance from supporting departments

Step 3: Analyze Information and Coordinate Response

- Gather information from:
    - Response personnel in the field
    - NERT
    - Other responding departments
    - Media (via broadcast, web information, blogs, print)
    - State and Federal agencies, as appropriate

- Assess situation based on current information
- Determine tactical requirements
- Prioritize response actions and resource allocation
- Dispatch units

Step 4: Obtain Resources, Release Public Information

- Coordinate resource requests through the FDOC Logistics Section and the EOC Logistics Section (ESF#7)
- Determine mutual aid needs
    - Mutual Aid Coordinator submits requests to neighboring counties (Marin, Alameda, San Mateo, Contra Costa)
    - If neighboring counties are unable to fulfill requests, notify Fire & Rescue Region II Mutual Aid Coordinator of requests
- Disseminate emergency information and guidance to public, private, and government organizations
    - Ensure emergency information is coordinated with other responding departments, DEM, or the EOC Joint Information Center (JIC)
- Notify and request assistance from supporting departments
- Initial public information includes, but is not limited to, the following:
    - Damage assessment and estimated/anticipated duration
    - Actions SFFD is taking
    - Actions businesses, industries, and residents should take
    - A summary of the event
    - Overall steps to be taken by the government and citizens to return to normal operation after the event

Step 5: Continue to Monitor, Track, and Inform

- Maintain communication between field operations, the FDOC, and the EOC
- Provide frequent situation status reports
    - From FDOC to EOC Firefighting Branch
    - From EOC Firefighting Branch to Planning Section, Situation Status Unit
- Ensure that resources are appropriately accounted for and tracked
- Implement ESF #4 priorities of the EOC Action Plan assigned to the Fire and Rescue Branch
- Notify and consult with subject matter experts from Federal, State, regional, and local authorities as needed
- Continue the coordination, collection and reporting of event information and to the public through the SFFD Public Information Officer (PIO), DEM PIO, and/or the JIC

2.3.4 Deactivation

ESF #4 will be deactivated when the need for additional firefighting coordination has diminished or ceased. Deactivation of ESF #4 may occur incrementally according to the need or lack of need for specific ESF #4 functions. ESF #4 may be deactivated or scaled back at the discretion of the FDOC, EOC Manager, or Operations Support Section Chief, as appropriate.

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Section 3: Planning Assumptions

The following planning assumptions for ESF #4: Firefighting Annex apply:

- Natural or manmade events, such as earthquake or terrorism, may result in multiple and concurrent structural fires, structural collapse, mass casualties, and/or the need for mass decontamination.

- A major disaster or catastrophic event may generate conditions that vary widely in scope, urgency, and degree of devastation. A substantial number of people could be in life threatening situations requiring prompt rescue and medical care.

- Equipment, personnel, and supplies in the immediate vicinity of a major event will likely be quickly expended.

- Mutual aid agreements will be activated as appropriate. Should all available local, regional and state resources become overwhelmed for any reason, Federal Emergency Support Function (ESF) #4 assistance will be requested.

- Regional or State resources may initially be difficult to obtain, manage, coordinate, and utilize due to potential disruption of communication, transportation, utility, and water systems.

- The Neighborhood Emergency Response Team (NERT) will be activated during any event affecting neighborhood communities, and will report to the San Francisco Fire Department (SFFD).

- Disaster communications will be implemented according to procedures detailed in the ESF #2: Communications Annex and the Tactical Interoperable Communications Plan (TICP).

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List of Abbreviations and Acronyms

The following abbreviations and acronyms are used in this annex:

CalEMA	California Emergency Management Agency
CCSF	City and County of San Francisco
DEC	Division of Emergency Communications
DEM	Department of Emergency Management
DES	Division of Emergency Services
DPH	Department of Public Health
DPT	Department of Parking and Traffic
DPW	Department of Public Works
EDCC	Emergency District Coordination Center
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ESF	Emergency Support Function
FDOC	Fire Department Operations Center
HSA	Human Services Agency
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
ME	Office of the Chief Medical Examiner
MTA	Municipal Transportation Authority
OA	Operational Area
PIO	Public Information Officer
REOC	Regional Emergency Operations Center
SEMS	Standardized Emergency Management System
SOC	State Operations Center
SFFD	San Francisco Fire Department
SFPD	San Francisco Police Department
SFSD	San Francisco Sheriffs Department
TICP	Tactical Interoperable Communications Plan
UC	Unified Command
US&R	Urban Search and Rescue