

# ANNEX F

# FIREFIGHTING

Brazoria County

And

Joint Resolution Cities



# APPROVAL & IMPLEMENTATION

## Annex F Firefighting

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Signature

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Date

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Signature

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Date

NOTE: The signature(s) will be based upon local administrative practices. Typically, the individual having primary responsibility for this emergency function signs the annex in the first block and the second signature block is used by the Emergency Management Coordinator, Mayor, or County Judge. Alternatively, each department head assigned tasks within the annex may sign the annex.



# ANNEX F

## FIREFIGHTING

### I. AUTHORITY

See Basic Plan, Section 1.

### II. PURPOSE

The purpose of this annex is to outline operational concepts and organizational arrangements for firefighting during emergency situations in our community. In addition to firefighting, the fire service has the responsibility for rescue, warning, and radiological protection operations as addressed in Annexes R, A, and D, respectively.

### III. EXPLANATION OF TERMS

#### A. Acronyms

DDC	Disaster District Committee
EMC	Emergency Management Coordinator
EOC	Emergency Operations Center
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JFO	Joint Field Office
NIMS	National Incident Management System
NRP	National Response Plan
RRP	Regional Response Plan
RUC	Regional Unified Command
SOC	State Operations Center
SOP	Standard Operating Procedures
TFS	Texas Forest Service
TRRN	Texas Regional Resource Network
VFD	Volunteer Fire Department

#### B. Definitions

1. Consequence Management. Measures taken to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. Emergency management agencies normally have the lead role in consequence management. The requirements of crisis management and consequence management are combined in the National Response Plan (NRP).
2. Crisis Management. Measures taken to define the threat and identify terrorists, prevent terrorist acts, resolve terrorist incidents, investigate such incidents, and apprehend those

responsible. Law enforcement agencies will normally take the lead role in crisis management. The requirements of crisis management and consequence management are combined in the NRP.

3. Expedient Evacuation. Evacuations that must be conducted with little notice, frequently in response to a request from the IC at the scene.
4. Hazmat. Hazardous materials. The NRP defines Hazmat as a substance or material, including a hazardous substance, that has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated under the provisions of 49 CFR 172.101. The term is also intended to mean hazardous substances, pollutants, and contaminants as defined by the National Oil and Hazardous Substances Pollution Contingency Plan.
5. Incident Action Plan. An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of an incident during one or more operational periods.
6. Terrorist Incident. Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

## IV. SITUATION AND ASSUMPTIONS

### A. Situation

1. Brazoria County, and the Cities, who are party to this plan depend on municipal/volunteer fire departments for fire protection.
2. The challenges of fire prevention and control are exacerbated when other emergency situations occur simultaneously or have already impacted the local area.
3. Uncontrolled fires may reach such proportions as to become a major emergency situation. If not promptly controlled, even small fires can threaten lives and cause significant destruction of property and the environment.
4. Fire service resources may be needed for response to some natural hazard emergencies, such as flash flooding.
5. Some fire scenes may present problems that require a response by law enforcement, public works, utilities, public health authorities, and environmental protection agencies and thus, effective interagency coordination using the National Incident Management System (NIMS)/ ICS is essential.

6. Large-scale emergencies, disasters, and acts of terrorism may adversely impact firefighting personnel, equipment, and facilities as well as communications systems.

## **B. Assumptions**

1. During emergency situations, we will use our own firefighting resources as well as those available pursuant to inter-local agreements, mutual aid plans, and agreements with industry to the extent that they are available.
2. If our resources and those obtained pursuant to inter-local agreements are insufficient and additional support is required, we will request assistance from the State.
3. During major emergency situations, our firefighting resources may be damaged and specialized supplies depleted.

<b>V. CONCEPT OF OPERATIONS</b>
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## **A. General**

1. The fire service has the primary responsibility of protecting our community from the hazards of fires and also has primary responsibility for dealing with hazmat spills and radiological incidents. Our firefighting resources in Brazoria County include:
  - a. 28 Fire Departments of which 26 are Volunteer Departments.
2. The responsibilities of the fire service in emergency situations are basically the same as in daily operations. These responsibilities include fire control, hazmat and oil spill response, and radiological protection operations. The fire service also has responsibility for all rescue operations. During emergency situations, fire services may also be called on to undertake a number of other tasks that are not performed on regular basis. Such tasks may include providing fire protection for temporary shelters and assisting law enforcement personnel in route alerting or door-to-door warning for those who cannot be reached by primary warning systems.

## **B. Implementation of NIMS/ ICS**

1. The first firefighter on the scene of an emergency situation will initiate the ICS and establish an ICP. As other responders arrive, the individual most qualified to deal with the specific situation present should serve as the IC. For fire, hazmat, and radiological incidents, the senior firefighter will generally assume the role of IC. The IC will direct and control responding resources and designate emergency operating areas. The EOC will generally not be activated.
2. During major emergencies, disasters, or catastrophic incidents, it may be necessary to transition from the normal ICS structure to a Multiagency Coordination System. The EOC is central to this System, and functions as a conduit for coordinating information and resources. The IC will manage and direct the on-scene response from the ICP. The EOC will mobilize and deploy resources for use by the IC, coordinate external resources and technical support, research problems, provide information to senior managers, disseminate emergency public information, and perform other tasks to support on-scene

operations. In the event of a catastrophic incident, considerations will be made for the implementation of the Regional Response Plan (RRP).

### **C. Protective Action Recommendations**

1. As fire service personnel are generally the most knowledgeable of the threat posed by fire, radiological materials, and other hazardous materials, they are generally responsible for assessing the threat posed by those hazards and recommending appropriate protective actions for emergency responders to the IC, including requirements for personal protective equipment. Fire service personnel are also responsible for recommending appropriate protective actions for the public in the vicinity of the incidents involving those threats.

### **D. Evacuation Operations**

1. During the response to a fire, hazmat spill, or radiological incident, the IC may determine that expedient evacuation is necessary to protect people at the incident site and in the immediate vicinity. Fire service personnel and other emergency responders at the incident site will normally warn affected residents and direct their evacuation.
2. For major emergencies and disasters, significant evacuation may be necessary. Law enforcement has the lead role in pre-planning evacuation of known risk areas and carrying out large-scale evacuations. During such evacuations, fire service may be tasked to:
  - a. Assist in alerting those in the affected area who have not been warned by other means.
  - b. Assist in the evacuating individuals who require assistance.

### **E. Terrorist Incident Response**

1. Crisis Management. Law enforcement agencies generally have the lead in terrorism crisis management activities. The fire service will provide support as requested. Refer to Annex V, Terrorist Incident Response, for more information on the response to terrorist threats and activities.
2. Consequence Management. The Fire Service will normally have the lead local role in consequence management for terrorist incidents involving conventional explosives, radiological materials, and chemical agents. During consequence management, response and recovery operations must be coordinated with law enforcement authorities conducting crisis management operations. Refer to Annex V, Terrorist Incident Response Section V.B.2, for further information on consequence management.

### **F. Requesting External Assistance**

1. If our local fire resources are inadequate to deal with an emergency situation, fire resources covered by inter-local (mutual aid) agreements to which local fire departments are a party may be requested by the Fire Chief or other individuals who are specifically

authorized to do so. The Fire Chief may also request assistance from industries and businesses with firefighting resources that have agreed to assist us during emergencies.

2. [If our fire service resources and those obtained pursuant to inter-local agreements are insufficient to deal with an emergency situation, statewide mutual aid will be requested in accordance with the *Texas Fire and Rescue Mutual Aid Plan* during an emergency situation (see *State of Texas Emergency Management Plan*, Annex F, Section IV.H).]
3. If the foregoing resources are inadequate to deal with an emergency situation, the County Judge may request state firefighting assistance from the DDC in Houston.
4. Our jurisdiction is within the 52 county Fire Suppression Zone served by the TFS (see *State of Texas Emergency Management Plan*, Annex F, Section IV.C.3) and as such, the County Judge/EMC or appropriate Mayor may directly request firefighting assistance from a TFS Regional Fire Coordinator.
5. During times of extreme fire danger the TFS will have firefighting resources pre-staged in several parts of the state. The County Judge/EMC or applicable shall make requests for these resources to the DDC. During emergency situations where time is of the essence, the County Judge/EMC or appropriate Mayor may make requests for these resources directly to a TFS Regional Fire Coordinator.

#### **G. Activities by Phases of Emergency Management**

1. Prevention
  - a. Enforce fire codes.
  - b. Carry out fire safety education programs for the public.
  - c. Recommend fire prevention activities such as brush clearance and restrictions on outdoor burning and use of fireworks when conditions warrant.
  - d. Maintain up-to-date information on the types and quantities of hazardous materials present in local businesses and industrial facilities.
  - e. Maintain up-to-date information on known fire hazards present in facilities such as refineries, factories, power plants, and other commercial businesses.
  - f. Operate the local warning system.
2. Preparedness
  - a. Maintain a list of all firefighting resources (see Annex M).
  - b. Inspect and maintain all equipment.
  - c. Stockpile specialized supplies.

- d. Ensure fire personnel are trained for fire control, hazmat response, and rescue, and NIMS/ ICS. Our emergency response personnel meet the NIMS national qualification and certification standards.
- e. Develop communications procedures to ensure adequate communications between fire units, law enforcement units, and other emergency responders.
- f. Plan and execute NIMS compliant training exercises for all firefighting personnel on a regular basis.
- g. Test, maintain, and repair equipment on a scheduled basis.
- h. Revise and update response plans at regular intervals.

### 3. Response

- a. Contain, control, and extinguish fires.
- b. Initiate rescue missions, as necessary.
- c. Alert and advise all emergency response personnel and decision-makers to the dangers associated with hazmats and fire during emergency operations.
- d. Control hazmat incidents within capability; recommend appropriate protective actions for emergency responders and the public; request assistance if necessary (see Annex Q).
- e. Carry out radiological monitoring and assessment within capability; recommend appropriate protective actions for emergency responders and the public; request assistance from the State if necessary (see Annex D). The NRP Nuclear/ radiological Incident Annex addresses the federal response to incidents involving radiological materials.
- f. Initiate evacuation of emergency scenes, if necessary.
- g. Provide fire inspections and fire protection for temporary shelter and mass care facilities.

### 4. Recovery

- a. Perform fire inspections of restored or reconstructed buildings.
- b. Perform or assist in decontamination and cleanup.
- c. Assess damage to fire equipment and facilities, if necessary.
- d. Recommend condemnation of unsafe buildings.
- e. Review fire codes in relation to an incident or disaster and recommend improvements to County Commissioners or applicable City Council.

## VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. General

1. Our normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 of the Basic Plan, shall coordinate firefighting efforts conducted as part of emergency operations in accordance with NIMS. Most fires can be handled by fire personnel, with limited support from one or two other emergency services, operating under an IC. The EOC will normally be activated during major emergencies and disasters involving significant fires or fires occurring simultaneously with other hazards. These situations may require the commitment of all emergency services and external assistance. In such incidents, transition to a multiagency Coordination System is advisable. In the event of a catastrophic incident, considerations will be made for the implementation of RRP.
2. A Fire Chief shall serve as the Chief Fire Officer and coordinate emergency firefighting operations. A fire officer shall normally serve as the IC for the response to fires, hazmat incidents, oil spills, and radiological incidents.
3. The Commissioner's Court may restrict outdoor burning and use of fireworks if drought conditions have been determined to exist by the TFS (see Annex U, Legal).

### B. Task Assignments

1. The Volunteer Fire Departments will:
  - a. Coordinate all fire services activities.
  - b. Provide fire control and protection.
  - c. Assist in warning and operation of warning sirens (see Annex A).
  - d. Provide support for shelter/mass care operations (see Annex C).
  - e. Provide support for radiological protection (see Annex D).
  - f. Provide assistance during evacuations (see Annex E).
  - g. Respond to hazmat accident/incidents (see Annex Q).
  - h. Enforce fire codes. (function of the Fire Marshal's Office)
  - i. Prepare and execute inter-local agreements.
  - j. Provide support for other public safety operations, as necessary.
  - k. Conduct search and rescue operations (see Annex R).
  - l. Provide qualified individuals to staff the EOC and ICPs when those facilities are activated.

2. The IC will:
  - a. Establish an ICP and control and direct emergency response resources.
  - b. Assess the incident, request any additional resources needed, and provide periodic updates to the EOC, if activated.
  - c. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
  - d. Approve the Incident Action Plan and all requests pertaining to the procurement and release of incident resources.
  - e. Establish a specific division of responsibilities between the incident command operation and the EOC, if activated.
  - f. During an Incident of National significance, make a situation assessment and coordinate resource needs, as required, with the NRP, ESF #4. Coordination shall be made through the Regional Unified Command (RUC), DDC, SOC, and TFS to the JFO (See NRP, ESF #4-Fire-fighting Annex).

3. Law Enforcement will:

Upon request of the IC, provide control access to and control traffic around incident sites.

4. The County Road & Bridge Department will:

Upon request of the IC, provide heavy equipment support for fire control operations.

5. The TFS will:

- a. Be responsible for preventing and fighting forest and grassland fires.
- b. Provide support for local fire control operations, upon request from local government.

6. The U.S. Forest Service will:

Upon request from the TFS, provide support for local fire control operations when U.S. Forest Service lands are threatened.

7. County Attorney will:

Upon request, assist the Commissioner's Court by drafting legal documents enforcing outdoor burning and/or the use of fireworks (see Annex U).

<b>VII. DIRECTION AND CONTROL</b>
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**A. General**

1. For most emergency situations, an IC will establish an ICP and direct and control fire service operations at the scene from that ICP. All fire service and other resources will carry out missions assigned by the IC. The IC will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the IC. Hence, for incidents that primarily involve a fire service matter, the senior fire service officer present will typically serve as the IC.
2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (a) a hazard threatens, but has not yet impacted the local area (such as the predicted landfall of a hurricane), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a senior fire service officer will normally report to the EOC to coordinate any response by fire service personnel.
3. External response agencies are expected to conform to the general guidance provided by our senior decision-makers and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.
4. In emergency situations where other jurisdictions or state or federal agencies are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Area Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.

## **B. Incident Command System – EOC Interface**

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities to ensure proper response to the incident without duplication of efforts. A general division of responsibilities between the ICP and the EOC that can be used as a basis for more specific agreement is provided in Section V of Annex N, Direction and Control.

## **C. Line of Succession**

The line of succession for the Chief Fire Officer is:

1. Fire Chief
2. Ass't Chief
3. Captain

# **VIII. INCREASED READINESS ACTIONS**

## **A. Readiness Level 4 – Normal Conditions**

See the mitigation and preparedness activities in paragraphs V.G.1 and V.G.2 above.

## **B. Readiness Level 3 – Increased Readiness**

1. Monitor situation and consider situation briefings for senior staff.
2. Alert key personnel determine personnel availability, and update staff call lists.

3. Check readiness of all equipment and supply status and correct deficiencies.
4. Check status of supply items and restock as needed.
5. Review inter-local agreements for use of firefighting resources operated by other agencies.
6. Review plans and procedures and update them, if necessary.

### **C. Readiness Level 2 – High Readiness**

1. Alert personnel of possible emergency duty.
2. Place selected personnel and equipment on standby.
3. Identify personnel to staff the EOC and ICP if those facilities are activated.
4. Prepare to implement inter-local agreements.

### **D. Readiness Level 1 – Maximum Readiness**

1. Mobilize selected fire service personnel.
2. Consider precautionary deployment of personnel and equipment, if appropriate.
3. Dispatch fire service representative(s) to the EOC when activated.

<b>IX. ADMINISTRATION AND SUPPORT</b>
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### **A. Reporting**

In addition to reports that may be required by their parent organization, fire service departments participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations. The essential elements of information for the Initial Emergency Report and the Situation Report are outlined in Appendices 2 and 3 to Annex N (Direction and Control).

### **B. Records**

1. Activity Logs. The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operation. See Section IX.B of Annex N, Direction and Control, for more information on the types of information that should be recorded in activity logs.

2. Documentation of Costs. Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or hazmat incidents may be recoverable from the responsible party. Hence, all fire service elements will maintain records of personnel and equipment used and supplies consumed during large-scale emergency operations.

### **C. Preservation of Records**

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

### **D. Resources**

1. A listing of local fire department resources is found in Annex M, Resource Management.
2. Our jurisdiction will implement a firefighting equipment acquisition program to ensure our equipment complies with the relevant NIMS performance and interoperability standards.

### **E. Communications**

The fire service communications network is shown in Appendix 1. The fire service will operate a base station in the EOC communications room during response operations.

### **F. Post Incident Review**

For large-scale emergency operations, the County Judge/Mayor/City Manager/EMC, as appropriate, shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section IX.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Fire service personnel who participated in the operations should participate in the review.

## **X. ANNEX DEVELOPMENT AND MAINTENANCE**

- A. The County Fire Marshal is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.
- C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

## **XI. REFERENCES**

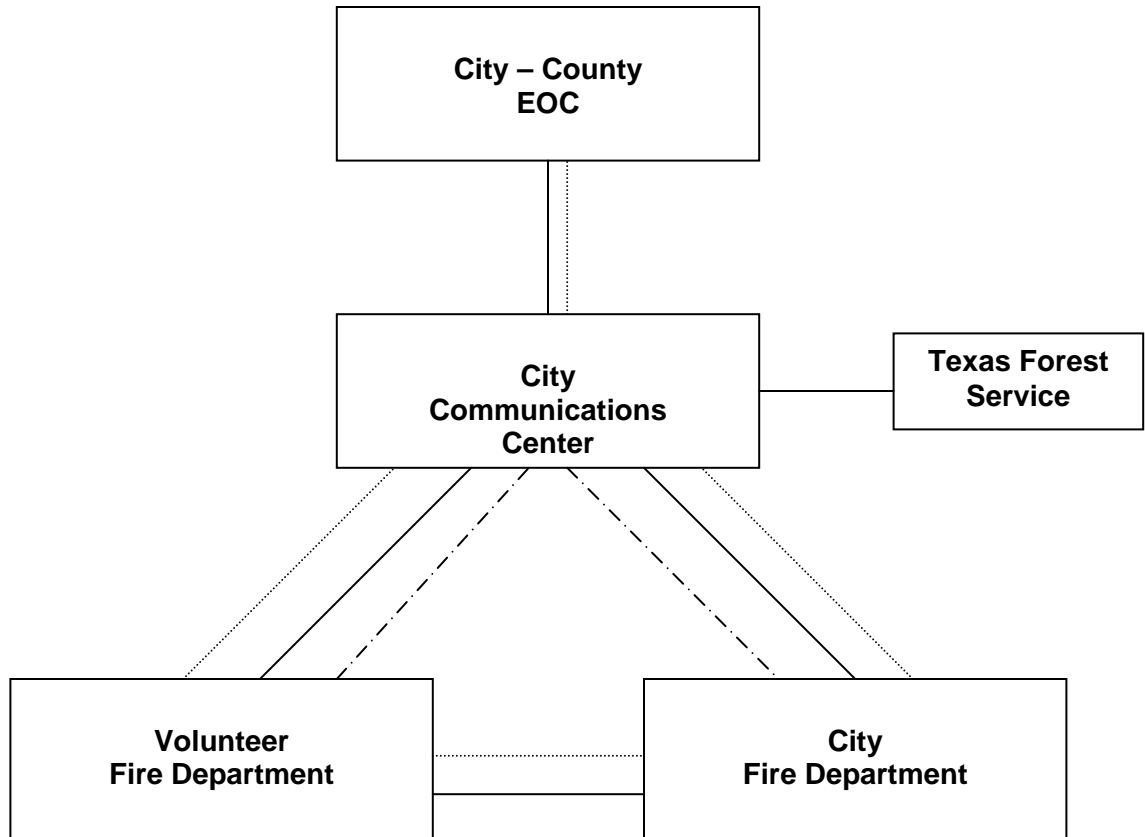
- A. Annex F (Firefighting) to the *State of Texas Emergency Management Plan*.
- B. Annex U (Terrorist Incident Response) to the *State of Texas Emergency Management Plan*.

C. *Texas Fire and Rescue Mutual Aid Plan*, May 1998.

**APPENDICES**

Appendix 1 ..... Fire Service Communications Network

**FIRE SERVICE COMMUNICATIONS NETWORK**



**LEGEND:**

- Phone
- ..... VHF Radio
- - - - - Cell Phone