

**Firefighting and Urban Search and Rescue
Emergency Support Function #4
Colorado State Emergency Operations Plan**

LEAD AGENCY:

Department of Public Safety, Division of Fire Safety

SUPPORTING AGENCIES: Colorado State Forest Service; Department of Transportation; Colorado USAR Task Force-1; Colorado State Fire Chiefs' Association; Office of Preparedness, Security and Fire Safety

I. PURPOSE

- A. The purpose of this ESF is to provide procedures for the mobilization and coordination of firefighting personnel, urban search and rescue personnel, equipment, and supplies in support of local governments in the event of a fire, urban conflagration, other firefighting-related emergency, significant natural disaster, or other events requiring firefighting and/or urban search and rescue response within the state that exceed the capabilities of local resources to manage.
- B. Wildland fires are addressed as a separate ESF (#4a). However, this ESF is also designed to support the Colorado State Forest Service as the Lead Agency in ESF #4a.
- C. Urban search and rescue is the process of locating, extricating, and providing initial medical treatment to victims trapped in collapsed structures or rescuing or removing persons threatened or stranded in harm's way by any emergency or hazardous event when they cannot remove themselves. Urban search and rescue includes technical rescue activities such as dive rescue and heavy lifting. Alpine/rural/wilderness search and rescue activities (emergency incidents involving locating missing individuals, mountain rescue, locating downed aircraft, etc.) are addressed as a separate ESF (#9); however, this ESF is also designed to support the Colorado Search & Rescue Board as the Lead Agency in ESF #9.
- D. A major disaster or civil emergency may generate conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of people could be in life threatening situations requiring prompt rescue and medical care. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue efforts must begin immediately.

II. SCOPE

The scope of this ESF is to describe the general actions of the Division of Fire Safety and other supporting agencies in response to emergencies exceeding the capabilities of local resources to manage.

III. SITUATION

- A. Under the best of circumstances, the management of a large firefighting operation is complex, often involving hundreds of people and several different agencies and local jurisdictions. Fires resulting from or independent of, but coincident with, a catastrophic event will place extraordinary demands on available resources and logistics support systems.
- B. A major emergency or disaster may cause conditions that place persons in life-threatening situations requiring prompt rescue and medical care. Rescue personnel can encounter extensive damage to structures, which require search and rescue expertise not readily available at the local level.
- C. The potential for damage from fires in urban areas is especially high during and after a major disaster or terrorism events. Numerous fires have the potential to spread rapidly causing extensive damage threatening life and property. Normally available firefighting resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, utility and water systems.
- D. Local fire departments will be one of the primary response agencies in most terrorist events (conventional, chemical and radiological). They may also provide important support roles during response to and recovery from a bioterrorism event.

IV. PLANNING ASSUMPTIONS

- A. Major fires and other emergencies that exceed local capabilities will occur.
- B. Responders may face added difficulties or hindrances after a disaster because of extensive damage to the local infrastructure. Such damage may then create environmental safety and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and blood-borne pathogens.
- C. Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.

- D. Access to damaged areas will be restricted.
- E. Successful operations require organized, interagency cooperation at all levels of government.
- F. Agencies will commonly support large fire suppression operations, including the Colorado State Forest Service, National Guard, and U.S. Forest Service, will receive urgent requests from non-fire-related agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildfires may be scarce or unavailable.
- G. Wildland firefighting forces may be diverted to assist in the control of fires in urban areas because of more urgent threats to life, property, and the environment and due to shortages of urban firefighters required to respond to other types of emergencies.
- H. Efficient and effective mutual aid among the various local jurisdictions, State, and Federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

V. **CONCEPT OF OPERATIONS**

- A. The Colorado Emergency Resource Mobilization Plan specifies procedures for the mobilization and coordination of fire and rescue services statewide to respond to any type of emergency requiring additional resources. ESF #4 will use the Mobilization Plan to obtain additional fire resources as needed.
- B. ESF #4 will utilize the Memorandum of Agreement between Colorado Task Force 1 and the State to activate Colorado Task Force 1.
- C. Cities, towns, counties, fire protection districts, and other fire protection organizations are responsible for requesting state support through the appropriate county emergency management agency when an incident exceeds local capabilities.
- D. Additional assistance may be provided by other State agencies, private companies, and cooperating industries. Based on known or projected threats, imminent hazards or predicted disasters requiring additional resources, ESF #4 may mobilize resources and stage them at designated locations in a condition to respond if assistance is requested.
- E. Ordering and tracking of resources is accomplished through activation of the State Emergency Operations Center's Resource Ordering and Status System (ROSS) dispatch function.

- F. EMAC requests will be processed, in cooperation with Colorado DEM.
- G. Resources may be pre-positioned, if it becomes apparent they will be required.
- H. ESF #4 will coordinate deployment of liaison staff to local government and Colorado Task Force 1 as necessary in order to support the implementation of this plan.

VI. **ESF ACTIONS**

In preparation for and execution of its fire protection mission, ESF #4 will:

- A. Preparedness
 - 1. Maintain current inventories of fire service facilities, equipment, and key personnel throughout the state.
 - 2. Coordinate with the Colorado State Fire Chiefs' Association on the organization and training of fire service emergency teams to rapidly respond to requests for assistance.
 - 3. Coordinate with the Colorado State Fire Chiefs' Association on the training of fire chiefs in utilizing the Colorado Emergency Resource Mobilization Plan.
 - 4. Prepare local fire departments to respond to terrorism events by providing Weapons of Mass Destruction and terrorism training, including training on evidence preservation.
 - 5. Participate in State exercises and conduct, an annual ESF #4 exercise to validate the Colorado Emergency Resource Mobilization Plan.
 - 6. Coordinate with Colorado Task Force 1 and other relevant governmental and private entities.
 - 7. Implement alert and pre-activation procedures as necessary. (Alert notices for Colorado Task Force 1 indicate possible activation within a 12-hour timeframe.)
 - 8. Maintain liaison with Federal urban search and rescue assets and plan for reception of external assets.

9. Receive and plan accordingly to Threat Condition Level intelligence supplied by the Office of Preparedness, Security, and Fire Safety.

B. Response

1. Support local fire departments with appropriate resources to include mobilizing and deploying firefighting teams and resources as needed. State and other local resources from outside the disaster area are committed through coordination with other agencies that have fire fighting resources.
2. Implement the Colorado Emergency Resource Mobilization Plan.
3. Identify and dispatch appropriate emergency resources through ROSS.
4. Coordinate with ESF #4a for use of state wildland firefighting assets to support firefighting operations, when indicated.
5. Implement alert/activation procedures for Colorado Task Force 1. Coordinate with Federal ESF #9 to obtain federal assistance as required for Colorado Task Force 1.
6. Provide overhead support to the SEOC through the Division of Fire Safety and the Colorado State Fire Chiefs' Association.
7. Coordinate with ESF #1 for use of Colorado Department of Transportation assets to support firefighting operations, when indicated.
8. Using the Incident Command System, assume responsibility for coordinating and tracking resources committed to an incident. This may include placing personnel at a forward command post.
9. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.
10. Obtain and submit situation and damage assessment reports and provide information to the SEOC.
11. Coordinate with Colorado Task Force 1's Incident Support Team for needs assessments and technical advice.

12. Coordinate with the Colorado State Forest Service for participation in the Rocky Mountain Area Multi-agency Coordination Center to coordinate fire service response beyond the State's capability.
13. Coordinate with the Division of Emergency Management to access resources through the Emergency Management Assistance Compact, FEMA, and other interstate and Federal entities for response beyond the State's capability.
14. Request supporting agencies maintain appropriate records of costs incurred during an event.
15. Request supporting agencies document any lost or damaged equipment and personnel or equipment accidents.

C. Recovery

1. Maintain adequate resources to support local operations and plan for a reduction of resources.
2. Upon request, ESF #4 will provide firefighting and urban search and rescue resources for recovery efforts.
3. Conduct reviews of incident actions with teams involved to improve future operations.
4. Anticipate and plan for arrival of, and coordination with, FEMA ESF #4 and ESF#9 personnel in the SEOC and the Joint Field Office.
5. Inform agencies providing resources where to send records. The specific recovery actions following an emergency or disaster will be determined by the event.

D. Mitigation

Document matters needed for inclusion in the Colorado Emergency Resource Mobilization Plan or revised ESF #4.

VII. RESPONSIBILITIES

A. Department of Public Safety, Division of Fire Safety

1. Identify, train, and provide Division of Fire Safety personnel to staff ESF #4 in the SEOC.
2. Task personnel to accomplish support responsibilities.

3. Provide assistance to local jurisdiction fire organizations and the Colorado State Forest Service as requested.
4. Notify all ESF #4 supporting agencies upon activation.
5. Maintain database inventories of fire service facilities, equipment, and key personnel throughout the State.
6. ESF #4 will supply a liaison to the Task Force.
7. For State activations, ESF #4 has overall command and control of Colorado Task Force 1.
8. Coordinate with the Colorado State Fire Chiefs' Association on the organization and training of fire service emergency teams. Alert, activate, and employ these firefighting teams to requests for assistance.
9. Monitor status of all fire service operations and provide updates to SEOC.
10. Arrange for direct liaison between fire chiefs and incident to coordinate requests for firefighting assistance in structural or industrial fire protection operations.
11. Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
12. Contribute to the incident after-action report.

B. Colorado State Forest Service

1. Serve as primary agency during an activation of the SEOC for a wildfire.
2. Provide incident management support.
3. Task personnel to accomplish support responsibilities.
4. Contribute to the incident after-action report.

C. Colorado State Fire Chiefs' Association

1. Have a liaison(s) assigned to the SEOC to represent local jurisdictions to coordinate additional staffing and resource needs, provide expertise and incident management support.
2. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation.
3. Assist the Division of Fire Safety to alert, activate, and deploy fire department assets to requests for assistance.
4. Contribute to the incident after-action report.

D. Colorado Task Force1

1. CO-TF1's primary mission is Urban Search & Rescue Operations for local, State, and national disasters. CO-TF1 is also equipped and trained to handle weapons of mass destruction (WMD) incidents encountered during these operations.
2. Maintain the Task Force according to guidelines prescribed in the Federal Emergency Management Agency (FEMA) Urban Search and Rescue Response System Description Manual.
3. Register and qualify all medical personnel on the Task Force through the Public Health Service as a specialized Disaster Medical Assistance Team.
4. Develop, practice, and implement an internal call-out system for its members.
5. Provide personnel and equipment for US&R-related exercises as agreed upon.
6. Notify members of a State activation.
7. Task Force Leaders and Team Leaders shall either move the Task Force and its equipment to a pre-designated Point of Departure for pick-up within six hours of the official activation or move the Task Force and its equipment by ground transportation to a pre-designated mobilization area.
8. The Task Force shall be demobilized to the point of origin upon completion of the US&R mission.

9. For State activations, ESF #4 has overall command and control of the urban search and rescue function.
10. Coordinate with the local or on-site Incident Commander within the disaster area for tactical deployment of Task Force resources.

E. Colorado Department of Transportation

1. Identify, train, and assign CDOT personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation.
2. Maintain inventories of DOT assets that may be utilized to support fire service operations.
3. Provide equipment, fuel, personnel, shop service, and transportation assets to support fire service operations.
4. Contribute to the incident after-action report.

F. Office of Preparedness, Security, and Fire Safety

1. Provide information to ESF #4 concerning Threat Condition Levels.
2. Provide coordination for the implementation of protective actions or measures related any change in Threat Condition level.

IX. FINANCIAL MANAGEMENT

- A. Large sums of State and local funds are spent during a catastrophic emergency. Financial operations are carried out under compressed schedules and intense political pressures which require expeditious purchases that must meet sound financial management and accountability requirements.
- B. State agencies supporting ESF #4 are responsible for providing financial support for their operations. Each agency and department is responsible for maintaining appropriate documentation to support requests for reimbursement, submitting bills in a timely fashion, and for closing out mission assignments.
- C. Each State agency is responsible for establishing effective administrative controls to guide the expenditure of funds during the emergency. Accurate activity and expenditure logs, invoices, and other financial transaction records are required for Federal reimbursement requests. Record keeping

is also necessary to facilitate closeouts and to support post-emergency audits.

- D. The Financial Management representative from the Department of Public Safety's Executive Director's Office is notified when the State's Emergency Operations Center is activated. This precipitates the establishment of an external program accounting code. A different external program code is established for each disaster. The Financial Management representative will ensure that the external program code is broadcast to the Department of Public Safety's fiscal officers. These codes are then available for everyone in the Department that may have an expenditure associated with the current disaster.
- E. If Colorado Task Force 1 is activated for a State Mission within the borders of Colorado, the Task Force is not eligible for compensation for wages or benefits from the State for the first 12 hours. After the first twelve (12) hours of an activation, the State will reimburse the Task Force for the salaries, benefits of the deployed members and for backfill expenses generated by the replacement of activated Task Force members, as provided for in the Memorandum of Agreement between the State and the Sponsoring Agency for Colorado Task Force 1. To regulate the cost of the Task Force the National US&R Response System Reimbursement Procedure shall be used.
- F. The State will reimburse Colorado Task Force 1 for other expenses as provided for in the Memorandum of Agreement between the State and the Sponsoring Agency for Colorado Task Force 1.
- G. The Task Force shall not be reimbursed by the State, for expenses incurred for activations outside the scope of the Memorandum of Agreement between the State and the Sponsoring Agency for Colorado Task Force 1.
- H. All financial commitments made are subject to the availability of funds.