East County, Washington
Emergency Operations Plan
East County, Camas/Washougal, Vancouver Fire & Rescue

Prepared By/For: East and Clark County Emergency Services Agency

Support Agencies:
Washington State Fire Marshal’s Office
East County Fire Departments
Camas/Washougal Fire Departments
Clark County Fire Departments
East County Fire Zone Coordinators
East County Office of Emergency Management
Clark County Office of Emergency Management
East and Clark County Ambulatory Services
Southwest Washington Medical Centers

I. Intro

A. Purpose
The purpose of this Emergency Operations Plan (EOP) is to detail the measures taken in response to an emergency situation in East County, Washington. For a comprehensive and encompassing plan the emphasis is on efforts toward mitigation, prevention, preparedness, response and recovery from any type of disaster situation that may involve East County Fire & Rescue (ECFR) services. This EOP also details mutual aid and support that help keep the structure of ECFR emergency response and this EOP intact. This EOP includes a detailed description of the organizational structure ECFR would take in wake of disaster. Additional to fire services, ECFR will also contribute to medical efforts, search and rescue as well as hazardous material mitigation. These efforts made by ECFR are all parts of the bigger goals of the EOP. In essence, the main objectives of any EOP are:
Save Lives by treating the injured, warning the public of potential hazard, evacuate people from the affected areas, and care for those evacuated.

Protect Property From Destruction by taking action to prevent further loss, providing security for essential property especially in evacuated areas, and most importantly by preventing contamination to the environment.

Restoration and Recovery by making efforts to restore the community to normal, restore essential utilities immediately, restore community infrastructure, help restore economic growth in affected areas and provide treatment for those affected physically and mentally by the emergency.

This EOP adheres to the five phases of emergency management as they are described in the National Response Framework (NRF). ECFR utilizes the National Incident Management System (NIMS) and the Incident Command System (ICS). This EOP follows the guidelines of the National Response Framework and the National Recovery Framework, as well those directive described in federal, state, and local codes.

II. Situation Overview

Southwest Washington is segmented into fire zones, districts and departments. Each district has their own board of elected commissioners serving alongside their appointing official. Because of ECFR operational size and proximity, working with Camas/Washougal and Vancouver Fire Departments is advantageous to the supporting entities as well as the general public. Combining administrative functions but retaining operational areas in time of emergency will help advance the response techniques utilized currently.

East County is subject to a plethora of hazards which have the potential to disrupt normal life. This includes but is not limited to; utilities, transportation, public services, schools, emergency services, and numerous other local systems. When there is immense tragedy and projected long-term mitigation, support entities are requested either from the state or federally.

A. Hazards Analysis Summary
When assessing potential emergency situations, hazards are ranked considering the probability of occurrence and their likely impact to the regional community. High Probability events are those that are likely to occur at least annually. Moderate probability events are those likely to occur at least once every 10 years but not annually. Low probability events are likely to occur less frequently than every ten years.

High impact events are likely to require outside assistance for mitigation and recovery within the community. Moderate impact events may present mitigation and recovery challenges which in turn may require the request for outside assistance to complete recovery of the community. Low impact events may cause some inconvenience to the community but usually are managed without mutual aid agreements or assistance, for this EOP low impact events are virtually irrelevant. This EOP includes functions for all kinds of hazards including: Severe Weather, Flooding, Drought, Tsunami and Seiches, Earthquake, Dam Failure, Structural and Wildland Fire, Avalanche, Landslide, Hazardous Materials Release, Terrorism, Cyber Terrorism and Civil Disorder.

B. Planning Assumptions

The details outlined in this EOP will be called upon when all basic firefighter capabilities are dispatched. The possibility of this occurring at any point in the future is high, creating demand for a comprehensive EOP. Once fire service operations abilities have been exceeded within departments, there are often competing requests for limited fire resources, especially in wake of emergency. Because of this, participating entities within this EOP are required to adhere to this EOP. This means focusing on all phases (mitigation, prevention, preparedness, response, recovery) with the same energy.

C. Capabilities Assessment

Facilities

Because resources can be limited for ECFR fire suppression equipment and staff needs to be shared with Vancouver F&R as well as Camas/Washougal Fire. Equipment and personnel are dispatched by 911 centers scattered around Southwest Washington.
Staff
At ECFR, there are three full time Shift Captains who each have a minimum of seven firefighters with them in emergency situations at all times. Because ECFR is a relatively small jurisdiction, spreading these resources out effectively is crucial in timely mitigation efforts. Partnering with Camas/Washougal and Vancouver allows for better response to a wide array of incidents stemming from variety of incidents. Utilizing volunteer staff during emergency situations is a top priority because of the importance of manpower. When responding to immense threats to our homeland, training and compliance has to be running efficiently and must be organized correctly. In doing so, the goal is to have a specific entity handling specific tasks, then pass off to the next group of responders to take the next step. All fire personnel have required training standards for firefighting, emergency medical, and hazardous materials response regardless of their paid or volunteer status. Some fire agencies also provide Advanced Life Support (ALS) which involves staff trained as Paramedics.

D. Equipment and Specialty Services
All fire agencies are required to maintain inventory of equipment. This is in keeping with the NIMS. Some Vancouver F&R units have only structural firefighting equipment while some fire agencies have more wildland equipment. In an emergency situation, these services will be disbursed accordingly based on the needs of the situation and as the Incident Command’s discretion. There are a number of specialty teams that can be made available in an emergency situation including: swift water rescue dive teams, trench and confined space rescue, collapsed structure, specialty decontamination, mass casualty to name a few. These resources and capabilities are shared with other agencies and will have to be dispersed in an organized fashion to maximize mitigation capabilities.

E. Outside Assistance
Mutual aid agreements for fire suppression assistance are the responsibility of the individual fire agencies involved in this EOP. Regional and state plans specify the processes for requesting assistance from outside East County. The Regional Coordination Framework is what the State of
Washington has established to provide opportunities for sharing resources between agencies where more specific mutual aid documents are not available. This could include more rural departments than ECFR that may be of assistance or in need of assistance.

**Extensive Shared Resources/Specialty Teams:**
- Confined Space Rescue (CSR)
- Rope Rescue (RR)
- Trench Rescue (TR)
- Structural Collapse Rescue (SCR)
- Swift Water Rescue (SWR)
- Wild Land Brush Unit (WBU)
- Dive Rescue (DR)
- Wildland Team
- Marine Unit
- Mass Casualty Unit (MCU)
- Technical Rescue Unit (TRU)
- Water Search and Rescue (WSR)

**III. Concept of Operations**

**A. General Info of East County**

East County is comprised of a fire prevention staff, firefighting, a medic, and an administrative staff. In-house standards for 911 calls taken and response dispatched continue to improve annually. The department responded to approximately:

**2016**
- 574 Medical Calls
- 214 Good Intent Calls
- 48 Calls for Service
- 39 Fire Calls
- 22 Hazardous Conditions Calls
Statement from ECFR 2016 Annual Report

“ECFR had a good year of training programs in 2016 with a total of 47 members who attended training classes within the fire district. There were 1,077 different training sessions throughout the year. In 2016 we recorded 2,445 hours of Fire and EMS training. We continue to train with our neighbors to the south (Camas/Washougal Fire Dept.). This primarily consists of monthly multi-company drills that cover a wide range of fire fighting disciplines. We continue to hold monthly EMS OTEP training with a paramedic as the lead instructor. The District is also committed to enhancing IMS “Blue Card” training with all combat firefighters and support personnel. We plan to certify our combat firefighters as ‘Blue Card’ holders/commanders starting with the shift captains this next year.

ECFR members attended several training sessions outside of the district and also attended classes at the Washington State Fire Academy. Some of the out-of-district training included classes and testing for IFSAC certifications, live fire training, forcible entry, hosemanship/advancement and Hazmat Operations. We had several opportunities throughout the year to train on vehicle stabilization and extrication by utilizing junk vehicles donated by a local vender. We will be moving to web-based firefighting training (for classroom work) this next year. This web-based training will help us cover and manage a wide range of required training and will also assist the District in maintaining accurate and proper documentation. This web-based training will allow our volunteer firefighters to complete the mandated training when it is most convenient for their busy schedules.”

(East County Fire and Rescue 2016 Annual Report, 2016)

ECFR Emergency Support Team
Assistant Chief Robert Jacobs
Volunteer Rick Knapp
Volunteer EMT Aleda Coffman
Volunteer FR Linn Jacobs
“The Emergency Support Team completed all of their scheduled training for 2016. They can provide temporary shelter for displaced residents until other resources are available. They also support our crews at training burns. Support team members are trained to provide traffic control when needed.”

(East County Fire and Rescue 2016 Annual Report, 2016)

B. East County Fire Station Map
C. Review and Constant Progress Assurance

Fire Investigations
The Washington State Fire Marshal will be included as part of this EOP’s review process. The State Fire Marshal’s Office provides standardized training and testing for fire investigators.

Fire Education
Fire educators are often a shared resource, usually working for the State. These professionals do an excellent job in prioritizing public education, often in the school systems, about fires and fire safety. The State Fire Marshal’s Office provides training and testing for fire educators but do not handle their assignments. Fire educators often travel across the state.

State and National Training Standards
This EOP adopts fire training standards that are established by the National Fire Protection Association (NFPA). Often times on an agency by agency basis, competency testing can be provided for: Hazardous Materials Awareness and Operations, Firefighter I and II, Fire Instructor I and II, Fire Inspector I, Fire Investigator, Fire and Life Safety Educator, Airport Firefighters, and Driver/Operator Pumper.
There are various training opportunities within the State Fire Marshal’s Office. These include basic structural and wildland firefighting, hazardous materials, drug labs, chemistry, rail safety, fire educators, fire inspector, fire investigator, airport firefighting, marine firefighting, several US Department of Homeland Security counter terrorism specific trainings, and fire instructor. Additional specialized training may be provided at the US Department of Energy training facility in Pasco, Washington. These trainings include courses in fire operations, radiological worker, and hazardous waste and response operations (as cited in King County Department of Permitting and Environmental Review, 2014).

Exercise drills, After Action Reports (AAR)
Because all cooperating fire agencies are responsible for their own scheduling and conducting of necessary exercises, often time neighboring agencies conduct joint training activities. The main
function of these exercises is to maintain and enhance operational capabilities, test equipment and staff as well as agency functionality with other agencies. Each fire agency is responsible for scheduling and conducting its own exercises necessary to maintain requirements detailed in this EOP.

D. Equipment
Majority of fire equipment is purchased by the local fire agency in support of primary fire services. These include basic communications, firefighting, or basic life support. However, with three agencies included in this EOP, some specialized equipment or materials may have been purchased with federal grant money, which furthers the capabilities of all mutual aid agreements. Grant funded equipment has greatly expanded the capabilities of local fire service agencies and allowed them to utilize resources where need, knowing mutual aid and equipment assistance is established. Many of these specialized pieces of equipment require specialized training, calibration, and practice to maintain increased capability.

E. Response Activities
Initial emergency communications are based around 911 (dispatch) for all fire and first response teams. Each agency provides and maintains their own communications plans, but will follow the EOP protocol in emergency situations. The Regional Emergency Command Center (RECC), which will be set up by mutual aid agreements, and staffed with an Incident Command (IC) can monitor fire operational tactics and first response activity with the help of other first response entities. Communications in the heavily forested area around ECFR Stations 91-95 will be heavily relied upon in case of fire. RECC will be in charge of utilizing and maintaining tanker trucks to help mitigate any withstanding forest fire issues. Directing the tanker operations is essential to stay on top of spreading forest fire, coordinating water pick-up spots will be done from the RECC.

Basic Life Support (BLS)
As stated by the King County Department of Permitting and Environmental Review (2014):
BLS units are part of the local fire service and often are firefighters cross trained as emergency medical technicians. Basic Life Support is provided to patients until they can be given medical care at another location. These patients may be transported by the fire agency or a private ambulance. These responders treat patients with traumatic injuries caused by accidents, auto crashes, assaults or other emergencies, in addition to medical issues, they focus on Airways, Breathing, and Circulation (or bleeding) support. (p.13)

**Advanced Life Support (ALS)**

As stated by the King County Department of Permitting and Environmental Review (2014):

ALS involves the deployment of Paramedics. ALS units are part of the Department of Health – Emergency Medical Services (EMS) program. While ALS personnel may be firefighters in some communities, Paramedics and ALS units have a considerably greater skill level and capability than Emergency Medical Technicians that staff BLS units. ALS is covered under; Health, Medical and Mortuary Services. Paramedics may use devices to monitor the electrical activity or a heart patient, and administer fluids or medications. (p.13)

**F. Direction, Control, Coordination**

State and county code provide specific emergency powers and authorities for Camas/Washougal, Vancouver and East County. The Emergency Executive (EE) detailed in the State and County code, is limited to his/her emergency powers along with coordination with other elected officials. The EE works in coordination with the Incident Command (IC) to make a game plan including all responding entities. However, the EE will not be making decisions on their own. Coordination between the IC and EE is essential in mitigation efforts. For example, if the EE calls for an evacuation of homes along the Columbia River, the order came from the IC. The EE relays the message and is tasked with controlling efforts. The authority of the County Administrative Officer (CAO) is again defined in the county code and mutual aid agreements. In an emergency the COA is under the direction of the RECC. The CAO has the ability to direct the moving of the RECC to another location for safety of the staff if needed. Another necessary
member of the emergency response team is the Director of Emergency Management elected by the county. Their role is to act as the Incident Manager in the RECC, reporting directly to the CAO. The local Incident Commander (IC) is identified again in the State and Local codes. The IC is tasked with directing and implementing the EOP and other public safety initiatives. In doing so, they must supervise and direct the local first response professionals. For hazardous materials incident response, the scene incident commander may be from a fire agency as designated by each fire jurisdiction. In emergency situations many of these entities are tasked with a multitude of jobs, the IC is in charge of prioritizing and ensuring effective mitigation measures based on his/her interpretation of events

G. Information Collection, Analysis and Dissemination
In the RECC and emergency operations centers around Southwest Washington, information is received from the IC on the ground overseeing operations. Often times, information can also be provided from dispatch 911 centers as it is called into them. This allows the planning section inside the RECC as well as on scene, to have a bigger picture on the incident and collect vital information on the public needs in virtual real time. Often times, this information needs to be assessed with the entities at the RECC before actions can be decided upon. The public information unit, better known as the Joint Information Center (JIC) provides their own analysis on how to deal with the issues of the general public. Unfortunate to planning entities, agencies outside of the operating county may choose to retain their own planning sections in emergency situations which can cause mutual aid agreements, and eventually the entire EOP to fail.

H. Recovery Activities
Recovery activities are often very immense in detail and usually merit their own separate highly detailed plan. The recovery process for fire agencies is usually a part of the state public assistance plan. However, this EOP can help expand upon responsibilities and community engagement efforts. The hard part of state mitigation efforts is once recovery efforts are complete, each agency is tasked with categorizing their jurisdiction and emergency expenses incurred. This is difficult when operating under an EOP because of the mutual aid agreements
and shared resources. After this, local response funds will then be re-evaluated based off of data. Some agencies participate in the recovery process by conducting preliminary damage assessments. This is usually done immediately after mitigation has been deemed successful.

III. Organization and Structure

A. Organizational Structure Tree

Note: This Organizational Structure Tree is taken from the King County Emergency Support Function Report. The specific ESF #’s are irrelevant to this scope. (KCDPER, 2014)

B. Procedures

Procedures regarding staffing of the RECC in an emergency are maintained by the Office of Emergency Management (OEM). The IC may make a request for the RECC to be staffed in relation to emergency response activities. If a fire related incident is a secondary event resulting from an earthquake, aircraft accident, a terrorist attack or other illegal activity, the Incident Commander will make necessary connections with fire resources and mutual aid entities.
C. Fire Mobilization Process

Comes into effect when:

- Local fire agency capability/capacity is or is expected to be exceeded
- A request for assistance is made to the Regional Fire Coordinator
- The Regional Fire Coordinator may seek resources within the region if kind and type are known to be available
- If the needed resources are not available within the region, the Regional Fire Coordinator makes a request to the State EMD Duty Officer or the Logistics Section of the State EOC if it has been activated
- State EMD forwards the request to the fire marshal’s office where it is conveyed to the Chief of the State Patrol where it is approved or denied
- Correspondence is made back to the Regional Fire Coordinator and resources if approved are sought and dispatched
- Reimbursement rates are set by the state fire chief’s association by resource kind and type
- The event will exceed 12 hours in duration

(KCDPER, 2014)

D. Prevention and Mitigation

State Fire Code supports the safety of public places and special facilities (schools), retirement communities (nursing and assisted living facilities), and a number of medical facilities. Support is deemed by the offering of fire inspections and mitigation techniques designed for the safety of the citizen. Inspection of these requirements is conducted by the combined effort of state and local fire marshal’s offices. As listed in Washington State Fire Code, “The establishment of burn bans and fireworks restrictions, fire code classifications of businesses, inspections, and installation of fire sprinkler systems, retention areas, and detection devices for heat, smoke, or hazardous chemicals contribute to the overall safety of the public” (p. 11).
V. Responsibilities Breakdown

911 - Dispatch may:
- Take emergency calls from the public including police, fire, or emergency medical services.
- Locate and contact established mutual aid partners.
- Notify local emergency management or East County Incident Command

Incident Commander may:
- Control emergency scene and direct first response units.
- Implement the Incident Command System.
- Seek resources from established mutual aid points or seek help in any form possible.
- Establish a RECC with mutual aid reference with public needs in mind.
- Establish shelter and resource areas for affected community members.

Fire Chief may:
- Enforce and follow Fire Code in emergency zones, keeping in mind the public safety comes first.
- Handle all job duties including training, administration needs, mutual aid references and situational overview.
- Representing the agency at public functions and establish mutual aid agreements.
- Act as the incident commander at an incident scene as needed.

ECFR, Camas/Washougal F&R, Vancouver F&R may:
- Provide fire suppression
- Provide Basic Life Support (BLS) capability
- Follow federal, state and local pathways in code progression and fire etiquette.
- Maintain established mutual aid agreements with partners.
- Conduct federal, state and locally standardized state training for services provided.
- Utilize the Incident Command System (ICS)
- Elect a representative for Clark Regional Emergency Services Agency (CRESA).

State Fire Marshal’s Office may:

“The Washington State Fire Marshal’s Office is part of the Fire Prevention Bureau of the Washington State Patrol. The State of Washington does not have a structural fire suppression capability.

The State Fire Marshal is part of the Washington State Fire Marshal’s Association and participates as a voting member of the Fire Defense Board.

The State Fire Marshal evaluates all requests for fire mobilization. Fire mobilization may include reimbursement at rates established by the State Fire Chiefs’ Association. A State Fire Marshal representative will act as a liaison to the State Emergency Management Emergency Operations Center when activated and/or requested.

Fire mobilization is available for all hazards. The decision to implement state fire mobilization is influenced by the time sensitivity of fire mobilization. Fire mobilization takes time to develop and get resources to the incident. Many incidents – like hazardous materials and mass casualties – are resolved before regional or state fire mobilization hazmat or BLS strike teams can arrive for deployment.” (King County Department of Permitting and Environmental Review, 2014)

Clark Regional Emergency Services Agency (CRESA) will:

- Maintain the RECC, its equipment, and staff in accordance with state established procedure and protocols.
- Provide regional emergency management activities and training opportunities.
- Provide continuing documentation of community enhancement and involvement.
- Train and assist in response and recovery activity both involving the community and state resources.
- Continue research on development of incident warning systems. Provide efficient warning systems to all possible entities.
- Be involved in the initial activation of the RECC as the Incident Command’s discretion.
**East County RECC will:**
- Operate under a state mission number at a primary location central to ECFR, Camas/Washougal and Vancouver Fire Districts.
- Be staffed at the discretion of the Emergency Executive (EE), or the Regional Director of Emergency Management.
- Seek to obtain information to establish a common operating picture
- Locate and evaluate resources in support of first responders and public entities apart of this EOP.
- Manage recruitment and assessment of emergency volunteers in and beyond jurisdictional areas. Including National Guard.
- Provide central location in which coordination and planning can be conducted and provided to the public in a timely matter.
- Conduct damage and emergency cost assessments throughout the process of recovery.
- Utilize the incident command system and ICS forms.

**Participating Fire Commissioners may:**
- Represent all fire districts and conduct relationships with surrounding districts.
- Oversee the business management, policies, budgets and personnel issues of the fire district. Fire commissioners are elected for a set term of office.
- Hire or appoint a fire chief for their district (see fire chief responsibilities above).

**Fire Zone Coordinators may:**
- Coordinate and introduce fire resources in the RECC
- Conduct relationships to acquire non-fire resource requests on behalf of the fire incident commanders.
- Request regional fire resources or request state fire mobilization process.
VI. References

King County Department of Permitting and Environmental Review. (2014). *King County, Washington emergency management plan emergency support function (ESF) 4 firefighting*. Retrieved from http://www.kingcounty.gov/~media/safety/prepare/documents/EMProfessionals_Plans/C EMP/14_KC_CEMP_ESF_4_Firefighting.ashx


