

EMERGENCY SUPPORT FUNCTION #9 - SEARCH AND RESCUE

CEMP - ANNEX IV DOCUMENTATION



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Date

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Date

Note: This Emergency Support Function (ESF) is part of Annex IV of the City Comprehensive Emergency Management Plan (CEMP) and this version includes the 2018 revision. Seattle Fire Department (SFD) acts as the current ESF Coordinator and collaborated with many partners for respective input.

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FIGURES

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1. STAKEHOLDERS

Table 1

PRIMARY AGENCY	ESF COORDINATOR
Seattle Fire Department	Seattle Fire Department

Table 2

SUPPORT AGENCIES	
Seattle Police Department	Seattle-King County Public Health Department
Seattle Public Utilities	King County Office of Emergency Management
Pierce County Department of Emergency Management	Washington State Emergency Management Division
Federal Emergency Management Agency	

2. INTRODUCTION

2.1 Purpose

Emergency Support Function #9 (ESF #9) describes the policies and procedures administered by the Seattle Fire Department during incidents. It also defines the roles and responsibilities of the Seattle Fire Department Management Team during an EOC activation.

2.2 Scope

This document applies to Fire Department personnel, uniformed and non-uniformed, on and off duty. The focus is on the policies and procedures, resources, and objectives to address issues before, during and after major city-wide incident.

3. SITUATION

3.1 Emergency Conditions and Hazards

The City of Seattle, its citizens, and transportation infrastructure are exposed to a variety of natural and human caused disasters such as severe weather, earthquakes, and acts of terrorism. The Seattle Hazard Identification and Vulnerability Analysis (SHIVA) identifies Seattle's hazards and examines their consequences so we can make smart decisions about how best to prepare for them. It provides information regarding potential impacts of hazards to the people, economy, the built and natural environments of the City of Seattle. The SHIVA provides a foundation for all the City of Seattle's disaster planning and preparedness activities. The list of all natural and human-hazards includes: Emerging Threat; Geophysical Hazards; Biological Hazards; Intentional Hazards; Transportation and Infrastructure Hazards; and Weather and Climate Hazards.

Throughout the normal course of daily commerce and recreation in the City of Seattle, incidents occur where citizens are trapped, buried, stranded or otherwise unable to extricate themselves. These incidents are usually caused by a trauma event requiring the intervention of technically trained professionals. Examples of these types of technical rescues are construction site cave-in incidents (Construction and maintenance workers trapped multiple stories above the ground; Catastrophic building collapse; Transportation/vehicle collision with trapped patients; and Falls over steep cliffs). A Fire Department Technical Rescue Team will be dispatched to these high-risk incidents to apply special knowledge, skills and equipment to safely resolve unique and complex rescue situations.

3.2 Planning Assumptions

- The Fire Department plans and trains regularly for these types of rescues. Most of the training is locally, state and/or federally mandated.
- In addition to the specialty teams, all firefighters are trained at a level to begin the initial phases of the rescue.
- The Fire Department will be the lead in the mitigation of city-wide incidents to include the rescue of trapped people.
- The City communicates life-safety notifications to the community in ways that can be understood, regardless of language, as a foundational part of response during incidents. Specific communications strategies have been developed to ensure notification to those with limited-English proficiency (LEP). Details can be found in the Alert & Warning Support Operations Plan.
- The City's comprehensive incident response policies, strategies, and practices can be found in the City Emergency Operations Plan (EOP).
- The City-specific operational procedures supporting response policies, strategies, and practices are maintained separately. Please refer to the Reference Section of this document, if applicable procedures have been identified at this time.

4. CONCEPT OF OPERATIONS

4.1 Organization

The Fire Department plays a vital role in City government and will be one of the most active entities during a city-wide incident. As a Department Head, the Fire Chief reports directly to the Mayor. Similarly, Assistant Chiefs report to the Fire Chief and assume various responsibilities (Reference Table 3).

During an incident, the Assistant Chief of Operations will have a major role in the mitigation of any significant event. Designated Fire Department members, including the Fire Chief or his designee, will respond to the EOC.

The Operations Division of the Fire Department will be integral in the mitigation of any significant event. The foundation of any response will be Firefighters assigned to: Engines; Ladders; Medical Aid Units; Command Units; Other Specialty Units.

In paramilitary configuration, approximately 209 Firefighters are on-duty per shift and are assigned to 33 fire stations strategically located throughout the City. There are 4 platoons. Off-duty personnel are recalled per calling plans in the event of a city-wide incident.

4.2 General Response

To plan, respond and mitigate the many potential incident, the Fire Department operates in five levels, each reflecting the severity of the incident.

IMPLEMENTATION LEVELS

- **LEVEL V** - This is the day to day operations level where incidents can be handled with minimal resources and the number of concurrent incidents is manageable. Command and general staff positions are typically handled by the Incident Commander, written Incident Action Plans (IAPs) are not implemented, and incidents are contained within the first few hours. The Resource Management Center (RMC) would typically not be activated at this level. Note that the RMC may be activated at Level V during planned events such as Seafair. Event Action Plans (EAPs) will be generated and multiple operational periods are possible.
- **LEVEL IV** - The Fire Alarm Center (FAC) shall implement this level when minor impacts to city-wide coverage occur due to planned events such as New Year's Eve or Fourth of July, during two or three-alarm situations, or when multiple separate incidents deplete available resources. Multiple-alarm incidents may require activating some Command or General Staff functions, but a written IAP would not generally be required and the control phase of the incident would usually be resolved in a single operational period.
- At this level, the RMC may be activated and staffed as indicated in the RMC Activation Procedures and Orange Book, Annex A (Personnel Reporting Procedures). Dispatch Level 4 reduces Automatic Fire Alarms (AFAs) to a single unit, and Aid Units are left off certain fire responses to enhance EMS coverage. Limited call-back of off-duty personnel may occur in accordance with the Calling Plans.
- **LEVEL III** - This level is implemented when city-wide coverage and response capacity is severely limited, such as during four or five-alarm fires, simultaneous multiple-alarm incidents,

earthquakes, or other situations with city-wide impacts, such as wind/snow storms and power outages. Most fire responses will be reduced in size and Code Yellow (no red lights or sirens) responses will be at the discretion of the FAC. Requests for additional alarms may provide less than normal resource levels.

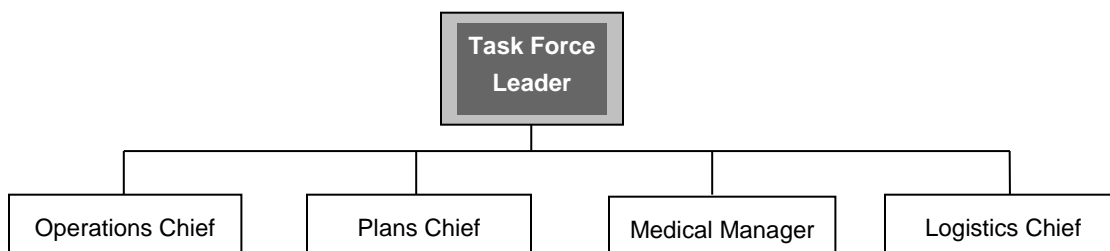
- Most Command and General Staff positions will be activated and mutual aid will be requested, if available. Incidents may extend into multiple operational periods requiring written IAPs. The RMC will be activated and will fill the role of Area Command for the Fire Department when needed. The City EOC may be activated. If so, it will be staffed in accordance with Orange Book, Annex A (Personnel Reporting Procedures). Call-back of off-duty personnel will occur in accordance with the Calling Plans.
- **LEVEL II** - This level is implemented when Department resources are catastrophically diminished but the FAC is still functional, such as during an earthquake or pandemic response. Most or all responses will be single units at the discretion of the FAC. Mutual aid resources will be requested if available, up to and including State and Federal assets. In a regional situation, such as an earthquake, mutual aid resources are unlikely and Seattle Fire Department personnel and resources may be on their own for 24-72 hours.
- Most or all Command and General Staff positions will be filled on incidents that are not city-wide in nature, i.e. a plane crash into a building or multiple IED attacks, versus an earthquake or pandemic incident. Multiple operational periods are likely with written IAPs necessary. The RMC will be activated and will fill the role of Area Command for the Fire Department when needed. It will be staffed as indicated in the RMC Activation Procedures. The City EOC will be activated and will be staffed in accordance with Orange Book, Annex A (Personnel Reporting Procedures). Call-back of off-duty personnel will occur in accordance with the Calling Plans.
- **LEVEL I** - This level is implemented when the conditions of Level II are experienced and the FAC is out-of-service due to damage or loss of communications. This will result in decentralized Battalion Dispatching with the RMC coordinating city-wide priorities and coverage.
- At Levels III, II, and I, certain response assets may be unavailable, such as battalion chiefs, medic units, and specialty units. Personnel must maintain situational awareness and continuously reassess priorities. Highest priority should be given to immediate life-safety actions and defensive operations to contain growing incidents.

Within each level of response, various capabilities are deployed to support an incident.

- Hazardous Material (Example: workers exposed to hazardous materials)
- Water Rescue (Example: Overturned boat. Victims in the water. Surface and Dive rescue)
- Heavy Rescue/Collapse (Example: Building Collapse, heavy vehicle extrication)
- High Angle Rope rescue (Example: injured construction or maintenance worker on high-rise)
- Confined Space (Example: Construction or maintenance worker trapped in sewer vault)
- Marine (Example: Ship/Vessel on fire)

- Local Response
 - Engines and ladder trucks arriving first at the location will perform a size up, triage the incident and initiate appropriate incident stabilization and life safety actions.
 - Victims will be triaged into two categories: Viable patients – ones who have a chance of survival; Body recovery – ones who have already expired.
 - Priority and speed of rescue is determined by the levels of acceptable risk taken from the “risk/benefit analysis” conducted by the on-scene Incident Command and/or Safety Officer.
 - Additional units will be dispatched with the Technical Rescue Team to provide support at the scene, which may include: Engines; Ladder Trucks; Fireboats; Aid Cars; Medic Units; Battalion Chiefs; Deputy Chief of Operations; Staffing Officer; Air Unit; Public Information Officer; Fire Buffs.
- Tactical Procedures
 - The first responding units and/or the Technical Rescue Team will: Identify the hazards; Size-up – Incident Command System (ICS) tasks; Conduct a resource assessment; Isolate the hazards; Evacuate non-involved patients; Conduct a risk/benefit analysis; Perform “lockout / tagout” (preventing the accidental powering up of involved machinery or equipment).
- Regional Response – Urban Search and Rescue (US&R) Team
 - The US&R Team is composed of firefighters, paramedics, physicians and other support staff from around the Seattle and Puget Sound region.
 - There are 28 trained US&R Task Forces available for service throughout the United States under the control and direction of the Federal Emergency Management Agency (FEMA).
 - Under an agreement between FEMA and the State of Washington, the Washington State US&R Task Force may be called out first for any catastrophic event in the City of Seattle, or neighboring region. They can mobilize quickly for local response.
 - At the request of the Incident Commander, the City of Seattle EOC is authorized to contact the Washington State Emergency Management Division to request the local US&R Team who will deploy as a State Asset.

US&R Basic Organizational Chart - Type I



Operations / Tactics

- Phase One: Assessment of the collapse. The area is scanned for possible victims (surface and/or buried). Evaluate the structure’s stability. Shut off utilities.
- Phase Two: Removal of all surface victims.

- Phase Three: Voids and accessible spaces searched and explored for viable victims.
- Phase Four: Selected debris removal, using special tools and techniques, may be necessary after locating a victim.
- Phase Five: General debris removal is conducted after all known victims have been removed.
- Rescue Site Set-up
 - When establishing the perimeter of the operational work area, the needs of the following support activities will be provided and properly identified: Forward Base of Operations which includes: Medical Treatment Area; Personnel Staging Area; Rescue Equipment Staging Area; Access/Entry Routes; Decontamination Corridor(s).
- Search Tactical Operations
 - The US&R Team will employ the following strategy and tactics to rescue trapped victims: Physical void search (visual and vocal); Audible call out / knocking method; Use of fiber optics; Use of infrared and thermal imaging; Use of electronic listening devices; Use of search canines (dogs).

4.3 Direction and Control

- Direction and control are maintained through the paramilitary chain of command. The FAC has the authority to dispatch the necessary response type based on the incident and available resources. The Fire Department uses the Incident Command System (ICS) to manage and mitigate incidence with the following priorities: Life safety; Incident stabilization; Property conservation; Environmental protection.

5. RESPONSIBILITIES

5.1 Prevention and Mitigation Activities

- Nothing currently identified.

5.2 Preparedness Activities

- The Fire Department maintains a state of readiness and pre-plans to address the many potential problems encountered during a city-wide incidents.
- The priorities of Fire Department incident operations are (in order): Life safety; Incident stabilization; Property conservation; Environmental protection.
- Pre-planning for large-scale emergencies has been implemented at the fire company level so that each fire station will have standard procedures and clear directives both internally and externally. The foundation for the Fire Department incident planning is the “Station Damage Control Plan”.
- Seattle Fire stations are equipped as “stand alone” and are logistically self-sufficient for assigned members. These stations have additional emergency rations, water and equipment to last 72 hours and are strategically located throughout the City.
- The Fire Department delivers its life and property saving services through a complex organization of personnel, apparatus and equipment. This service is available to the citizen of Seattle 24/7. Therefore, logistically speaking, preparedness is a crucial factor in the delivery of rapid and efficient intervention and good customer service.
- Fire apparatus respond to approximately 250 responses per shift throughout the City.
- In the event of an incident, personnel, apparatus, stations and equipment will be surveyed for fitness and readiness to respond. Additional resources will be allocated accordingly.

5.3 Response Activities

Per Seattle Municipal Ordinance, the Fire Department is established and tasked with providing fire protection within the City limits and jurisdictions of Seattle.

In order to provide service in an efficient and professional manner, the Fire Department is organized in a paramilitary rank structure. The general chain-of-command, in descending order, is: Fire Chief; Assistant Chief; Deputy Chief; Battalion Chief; Captain; Lieutenant; and Firefighter (Paramedic, Inspector, Dispatcher, Investigator).

a. Company Level - At the company level of operation, the Company Officer (Lieutenant or Captain) will be responsible for leadership, training, discipline, maintenance and on-scene tactics during a 24-hour work shift.

b. Battalion Level - At the Battalion level, the Battalion Chief will be responsible for the fire companies and fire stations under his/her command. There is an average of six fire stations and seven fire companies in each battalion command.

During a city-wide incident and/or failure of the wide area radio system Battalions have the capability of “standing alone” as their own smaller fire department. Battalion Chiefs will analyze information, triage the emergency potential, dispatch and monitor their company activity. This scenario would be implemented in the event of an earthquake where bridges and other infrastructure become unusable. Battalion Chiefs may be tactically in charge at incidents as the Incident Commander.

c. Continuity of Leadership - Fire Department Officers may, when necessary, move into a higher position in the absence of a higher-ranking Officer.

- e. Leadership Team
- Fire Chief
 - Assistant Chiefs / Executive Director
 - Assistant Chief of Operations; Assistant Chief of Resource Management; Assistant Chief of Fire Prevention; and Executive Director of Staff
 - Directors
 - Finance; Human Resources; Management Information Systems; and Public Affairs

Table 3

Position	Primary	Back-up
Fire Chief	With the Mayor's Office	EOC
Executive Director of Administration	RMC	As assigned
Assistant Chief of Operations	RMC	As assigned
Assistant Chief of Resource Management	EOC	As assigned
Assistant Chief of Fire Prevention (Fire Marshal)	FMO	As assigned
Deputy Chief Fire Prevention (Assistant Fire Marshal)	RMC	As assigned
Deputy Chief of Operations	Field	As assigned
Deputy Chief Communications and Support Services	FAC	As assigned
Deputy Chief of Training	EOC	As assigned
Deputy Chief of Medic I	RMC	As assigned
Battalion Chief of Safety	RMC	As assigned
Captain of Emergency Preparedness	EOC	As assigned
Captain of Communications	FAC	As Assigned
Captain of Disability	EOC	As assigned
Captain of Services	RMC	As assigned
Captain of FIU	RMC	As assigned
Captain of In-Service Training	JTF	As assigned
Lieutenant of Staffing	RMC	As assigned
Lieutenant of Services	RMC	As assigned
Director of MIS	RMS	As assigned
Human Resources Director	RMC	As assigned
Public Information Officer	EOC	As assigned
Finance Director	RMC	RMC
Civilian Support Staff	Respective Divisions	As assigned

h. Fire Alarm Center-The Fire Alarm Center (FAC) is a Secondary Public Safety Answering Point (PSAP) receiving 9-1-1 calls from Seattle Police Communications and dispatching the appropriate Fire Department resource. It is located at 105 5 Ave S in the same building as Fire Station 10. It is situated above the City of Seattle EOC. The FAC is staffed by Firefighters/Dispatchers and is administered by the Fire Department. A Deputy Chief and Captain of Communications oversee the operation.

- During a significant incident, such as a multiple alarm fire, the workload at the FAC increases dramatically. Historically, FAC personnel function at peak capacity during a city-wide incident.
- Hundreds of requests for assistance are received, processed and dispatched by FAC daily. The FAC is also the focal point for all the Fire Department's communication – both emergency and non-emergency. Duties of Firefighter/Dispatchers include: 9-1-1 call processing; Dispatching fire units; Monitoring fire resources in the field; Maintaining city-wide coverage; Coordinating mutual aid; Interagency coordination such as requests for police, utilities, and Red Cross.
- During an incident, additional personnel are notified, and off-duty FAC personnel are recalled. When staffing permits, a Firefighter/Dispatcher is assigned to assist with fire radio communications in the EOC.
- The Computer Aided Dispatch (CAD) system is “downgraded” into disaster mode to more efficiently allocate resources as needed.
- Intergovernmental communications between the surrounding PSAPs now become more acute due to requests for fire resources, ambulance transport, emergency room coordination and other vital functions.
- If the King County 800 MHz trunked radio system is functioning properly, specific assigned radio channels for Battalion use will be in effect.
- In the event of a countywide radio failure, the FAC will coordinate the Battalion level communications per Level I incident procedures.
- Predetermined Chief Officers will be advised of the Fire Department's status immediately following a city-wide event or incident. At this point, they will make the determination at what level at which to operate. The FAC is directed to make notification of this decision throughout the Fire Department and make necessary arrangements to implement the plan.

i. Resource Management Center-The Resource Management Center (RMC) will be placed in-service according to the RMC Operations Plan. The Resource Manager will oversee and direct the interaction with Incident Commanders in the field. With the assistance of the Staffing Officer, the following tasks will be considered:

- Managing callback procedures
- Site relocation
- Staffing reserve apparatus
- Recall and movement of off-shift firefighters
- Procuring external resources
- Tracking resources
- Coordinating with the FAC
- Coordinating with ESF-4 EOC representatives to:
 - Obtain help with warning, public information, and logistical needs that exceed department capabilities or authority.
 - Communicate department status as called for in the CEMP.

j. Emergency Operations Center (EOC)

- During an activation of the City of Seattle EOC, Fire Department Staff will respond and assume their assigned ESF-4 responsibilities as specified in the CEMP.

- If staffing permits, an on-duty Firefighter/Dispatcher may be reassigned from the FAC to the ESF-4 desk in the EOC to monitor the fire radio and facilitate communications.
- The Public Information Officer will have direct interaction with media community at the EOC.
- Due to its proximity to the FAC, Fire Department Chief Officers may speak directly with Firefighter/Dispatchers and Communications Division managers.
- The Fire Department will maintain 24-hour presence throughout incident until EOC deactivation.
- If the Fire Department is the lead agency, the senior member of the ESF-4 may be assigned by the EOC Director to serve as the EOC Operations Section Chief.

The Fire Department EOC ESF-4 Team may consist of:

- 1=Assistant; 1=Deputy Chief; 2=Captains; 1=PIO
- The Fire Department is charged as the EOC Lead Agency in the event of:
 - Hazardous Materials Release; Air Crash; Flood; Structural Collapse; Earthquake
- While at the ESF-4 desk, a Fire Department representative will receive, analyze, file and update
- Fire Department information for the EOC Consolidated Action Plan to include:
 - Priority-List the highest priority actions.
 - Objectives-What the Fire Department hopes to accomplish.
 - Implementing Steps-How the objectives will be met.
 - Assigned to-Who is responsible for meeting the objectives.
 - Operational Period-When are the objectives to be met.
- Other functions of the ESF-4 Team include:
 - Face to face interaction with other City departmental managers
 - Analyzing information from the field through interfacing with the RMC and the FAC
 - Develop strategy and plans with other Department managers
 - Direct contact with the Mayor and Mayor's Staff
 - Monitoring Fire Department activity through CAD and the radio system

The ESF-4 Team is directed to consider mutual aid from Regional, State and Federal agencies through pre-existing agreements for assistance. Among them, include:

- Surrounding fire agencies (through the King County Fire Resources Plan)
- Washington State Urban Search and Rescue Task Force (US&R)
- South Puget Sound Regional Fire Defense Group
- Washington State Fire Coordinator
- Federal Emergency Management Agency (FEMA)

5.4 Recovery Activities

Disaster-related response and restoration can be very costly. While not all costs are reimbursable, it is in the City's interest to make best use of funding that may become available through federal agency programs, such as FEMA, and insurance.

To assist with this effort, departments, organizations, or agencies with a lead or support role for this ESF are responsible for tracking and documenting of actual and anticipated costs related to the incident. Costs should be tracked based on guidance from OEM or the home organization.

Implementation of the department's Continuity of Operations Plan (COOP) will be implemented. COOP planning is designed to develop and maintain a plan that enables the department to preserve, maintain, and/or resume its capability to function effectively in the event of the threat or occurrence of any incident that could disrupt departmental operations and services.

6. RESOURCE REQUIREMENTS

6.1 Logistical Support

- The Seattle Fire Department maintains a US&R cache of equipment and supplies in tractor/trailers at Seattle Fire Stations.
- Among the myriad of search and rescue tools, the US&R Team will train and maintain: Shelters; Communications equipment; Respirators and SCBA; Emergency Medical Supplies; Shoring and cribbing materials; Heavy Rescue tools; Food and water for 72 hours for 62 members; and Breathing and breaking tools.

7. MAINTENANCE

In the OEM Planning Guide, a planning schedule describes when documents, including plans that are part of the CEMP, shall be maintained, evaluated, and revised. Lessons learned from exercises, special events, incidents, or disasters may result in a decision to evaluate portions of the documents ahead of the schedule. This document is on a three-year revision cycle, but evaluations can occur at other times as necessary.

SFD as the ESF Coordinator has primarily responsibility for this document and will ensure it is evaluated as outlined in the schedule with updates and revisions being made to ensure guidance remains current. SFD will facilitate the evaluations in consultation and coordination with OEM.

Table 4

RECORD OF CHANGES			
DATE	TYPE	CONTACT	SUMMARY
August 7, 2018 July 26, 2018	Revision	W Barrington L Meyers	Completed revision. Document voted and approved by DMC and EEB.
December 2016	Update	W Barrington L Meyers	Completed annual update.
May 2015	Update	K Neafcy	Completed annual update.

8. TERMS AND DEFINITIONS

- Confined Space: Space large enough for a body to work with limited entry and egress. Not designed for continuous habitation.
- High (Low) Angle: Using rope and other associated rescue devices in above and below grade situations.
- Structural Collapse: Structures whose ability to remain self-supporting have been compromised.
- Technical Rescue Teams: Mass Decontamination Team; Dive/Water Rescue Team; Heavy Rescue Team; High Angle Rescue Team; Confined Space Rescue Team; Marine Response Team; Vault Response Team.
- Transport Vehicle/Machinery Rescue: Transportation equipment, vehicles, industrial machinery and other mechanical devices in which stabilization, disengagement and extrication may require special tools and techniques.
- Trench Rescue: Narrow excavation below the surface of the earth where the depth is greater than the width at the bottom.
- Water Rescue: Locating and removing persons from moving or standing bodies of water (to include ice, salt and fresh) both surface and subsurface.

9. ACRONYMS

- ESF: Emergency Support Function
- EOC: Emergency Operations Center
- ICS: Incident Command System
- US&R: Urban Search and Rescue
- FEMA: Federal Emergency Management Agency
- IAP: Incident Action Plan
- EAP: Event Action Plan
- AFA: Automatic Fire Alarms
- FAC: Fire Alarm Center
- EMS: Emergency Medical Services
- RMC: Resource Management Center
- CAD: Computer Aided Dispatch
- PSAP: Public Safety Answering Point
- COOP: Continuity of Operations Plan
- WAMAS: Washington State Intrastate Mutual Aid System
- CEMP: Comprehensive Emergency Management Plan
- SFD: Seattle Fire Department
- SHIVA: Seattle Hazard Identification and Vulnerability Analysis
- EOP: Emergency Operations Program
- LEP: Limited English Proficiency
- ADA: Americans with Disabilities Act
- JTF: Joint Training Facility
- RMS: Record Management System
- SCBA: Self-Contained breathing Apparatus

10. REFERENCES

- RMC Activation Procedures
- Orange book – Seattle Fire Department Disaster Management Plan
- Calling Plans
- Washington State Intrastate Mutual Aid System