

Emergency Support Function #4 (Firefighting) Annex

Thurston County Comprehensive Emergency Management Plan (CEMP)



Adopted April 2025

Prepared By:

Coordinating Agency

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Primary Agencies

Bald Hills Fire Department
Bucoda Fire Department
East Olympia Fire District 6
Griffin Fire Department
Lacey Fire District 3
McLane Black Lake Fire Department
Olympia Fire Department
Southeast Thurston Fire Authority
South Bay Fire District 8
South Thurston Fire and EMS
Tumwater Fire Department
West Thurston Regional Fire Authority

In Partnership With:

Supporting Agencies & Organizations:

Washington State Patrol, Fire Marshall
Washington State Department of Natural
Resources

Thurston County Public Works
Thurston County Community Planning and
Economic Development

Record of Changes

Change #	Date of Change	Point of Contact	Section(s) added, removed, or edited
25-001	04/2025	Brandon Cheney, Thurston County Emergency Management	Complete annex revision.

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1. Introduction

1.1 Purpose

This document is a supporting annex of the Thurston County Comprehensive Emergency Management Plan (*base plan*) and serves to establish policies and procedures for the effective countywide coordination of necessary firefighting capabilities in the event of a human, technological or natural caused disaster. Primary and supporting agencies, their general responsibilities, and critical disaster response activities related to firefighting are identified herein and serve as a reference for executive officials, Emergency Coordination Center (ECC) staff and incident commanders to coordinate delivery of firefighting resources and capabilities during incident response.

1.2 Scope

Emergency Support Function (ESF) #4 coordinates support for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an all-hazard incident requiring a coordinated countywide response. Functions within the scope of ESF #4 include but are not limited to:

- Coordinating inter-agency mutual aid and helping facilitate regional fire mobilization under RCW 43.43.961 and the Fire Service Resource Mobilization Plan to provide personnel, equipment, and other logistical resources when a wildland fire or other emergency exceeds the firefighting capacity of local jurisdictions.
- Assisting local officials, local incident commanders, and ECC staff with assessing incident complexity and requesting mobilization of appropriate overhead for on-scene incident management.
- Coordinating information with emergency management and local fire agencies for fire management assistance declaration under the Fire Management Assistance Grant (FMAG) Program and other state and federal assistance programs.
- Acting as a local liaison to the Central Region Fire Defense Committee and other regional, state and/or national fire defense coordination groups, to include augmenting the duties of the county's fire defense coordinator under the Central Region Fire Defense Plan when necessary.
- Assisting local agencies with ordering and mobilization of qualified wildland firefighting and/or all-hazards Incident Management Teams (IMTs) based on incident type and complexity.

Fire response agencies within Thurston County have significant authorities, responsibilities, and capabilities for several public safety functions that intersect with other ESFs. As such, the following functions may also fall within the scope of ESF #4 when coordinating with other ESFs:

- Coordinating emergency medical services (EMS) support and patient transportation capabilities with ESF #8 (Public Health and Medical Services).

- Coordinating search and rescue capabilities provided by fire response agencies, such as the Thurston County Special Operations Rescue Team (SORT), with ESF #9 (Search and Rescue).
- Coordinating fire agency response to hazardous materials incidents with ESF #10 (Oil and Hazardous Materials Response).

As part of incident response operations at the Emergency Coordination Center, ESF #4 coordinates information and resources to directly support effective delivery of the following core capability: Fire Management and Suppression. Through intersecting activities with other support functions, ESF #4 provides general support to the following additional core capabilities: Planning, Operational Coordination, Environmental Response / Health and Safety, Fatality Management Services, Mass Search and Rescue Operations, Public Health, Healthcare, and Emergency Medical Services, Public Information and Warning. Core capabilities are derived from the *National Preparedness Goal* and further described in the base plan. Figure 1 shows a summary of the primary and supported core capabilities identified for ESF #4

Figure 1: ESF #4 (Firefighting) Primary and Supporting Core Capabilities

Primary Response Core Capability	
Fire Management and Suppression	Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.
Supporting Core Capabilities	
Planning	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
Operational Coordination	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
Environmental Response / Health and Safety	Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.
Fatality Management Services	Provide fatality management services, including decedent remains recovery and victim identification, working with local, state, tribal, territorial, insular area, and federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.
Mass Search and Rescue Operations	Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.

Public Health, Healthcare, and Emergency Medical Services	Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support, and products to all affected populations.
Public Information and Warning	Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.

1.3 Laws & Policy Guidelines

RCW 43.43.961-965 (State fire service mobilization) directs and authorizes Washington State Patrol to develop and maintain the State Fire Service Mobilization Plan to include procedures for declaring and authorizing mobilization, and reimbursement process for agencies participating in mobilization. Also establishes regional fire defense boards to develop regional fire service plans in support of the State Fire Service Mobilization Plan.

RCW 52 (Fire Protection Districts) authorizes fire protection districts as separate legal entities with specific powers, obligations, and responsibilities. Fire protection districts are not subdivisions of a county and the county in which a fire protection district is located does not have general control over the fire protection district.

RCW 52.12.021 (General Powers) grants full authority for fire protection districts to carry out their purposes and the power to:

- Acquire, purchase, hold, lease, manage, occupy, and sell real and personal property, or any interest therein.
- Enter and to perform all necessary contracts.
- Appoint and employ the necessary officers, agents, and employees.
- Sue and be sued.
- Exercise the right of eminent domain.
- Levy and enforce the collection of assessments and special taxes in the manner and subject to the limitations provided in this title against the lands within the district for district revenues.
- Do all lawful acts required and expedient to carry out the purpose of RCW 52.

RCW 52.12.031 (Specific powers—Acquisition or lease of property or equipment—Contracts—Association of districts—Group life insurance—Building inspections—Fire investigations) grants specific authority for fire protection districts to contract with any governmental entity under chapter 39.34 RCW (Interlocal Cooperation Act) or private person or entity to consolidate, provide, or cooperate for fire prevention protection, fire suppression, investigation, and emergency medical purposes.

RCW 51.12.125 (Reimbursement for Fire Suppression costs on State Lands—Limitations.)

allows for state agency reimbursement of fire suppression costs for a fire protection district that takes immediate action on state protected land outside of its jurisdictional boundaries if such immediate response could prevent the spread of the fire onto lands protected by the district. A fire protection district suppressing a fire on such lands shall as soon as practicable notify the responsible agency. The state agency shall not be responsible to pay such reimbursement if it is not so notified.

RCW 52.12.160 (Firefighting services for unprotected lands) grants authority for fire protection districts to initiate firefighting services unprotected land outside its fire protection jurisdiction, in the absence of a written contractual agreement, under one or more of the following instances:

- Service was specifically requested by a landowner or other fire service protection agency.
- Service could reasonably be believed to prevent the spread of a fire onto lands protected by the agency.
- Service could reasonably be believed to substantially mitigate the risk of harm to life or property by preventing the spread of a fire onto other unprotected lands.

Fire protection districts that provide firefighting services under this RCW are authorized to bill and collect service fees from the property owner(s). Cost recovery is based upon the Washington fire chiefs standardized fire service fee schedule.

RCW 52.26 (Regional Fire Protection Service Authorities) allows formation of Regional Fire Protection Service Authorities (RFAs) by one or more fire protection districts into a municipal corporations authorized as separate legal entities that have perpetual existence, specific powers, obligations, and responsibilities. RFAs are not subdivisions of a county and the county in which a RFA is located does not have general control over the RFA. RFAs may include fire protection districts, cities and towns as members but remain independent municipal corporations with independent taxing authority.

RCW 52.02.020 (Districts authorized—Health clinic services) grants authority for fire protection districts and RFAs to provide the following within their territorial jurisdiction:

- Fire Prevention Services,
- Fire Suppression Services,
- Emergency Medical Services,
- Risk Reduction Training Services and
- The Protection of Life and Property.

RCW 76.04 (Forest protection) outlines regulations and responsibilities related to fire prevention, suppression, and overall forest management in Washington State, and grants Washington State Department of Natural resources the authority to take charge of and direct

the work of suppressing forest fires and/or cooperate with any other agency performing forest firefighting and patrol.

RCW 49.12.460 (Volunteer firefighters, reserve officers, civil air patrol members—Employer duties—Violations—Definitions.) provides employment protections from discharge or discipline to volunteer firefighters who take leave related to an alarm fire or an emergency call.

WAC 296-305 (Safety Standards for Firefighters) Outlines state safety standards for firefighters including training, equipment, and operational procedures to include incident management, technical rescue, hazardous materials, and wildland fire operations.

1.4 Situation

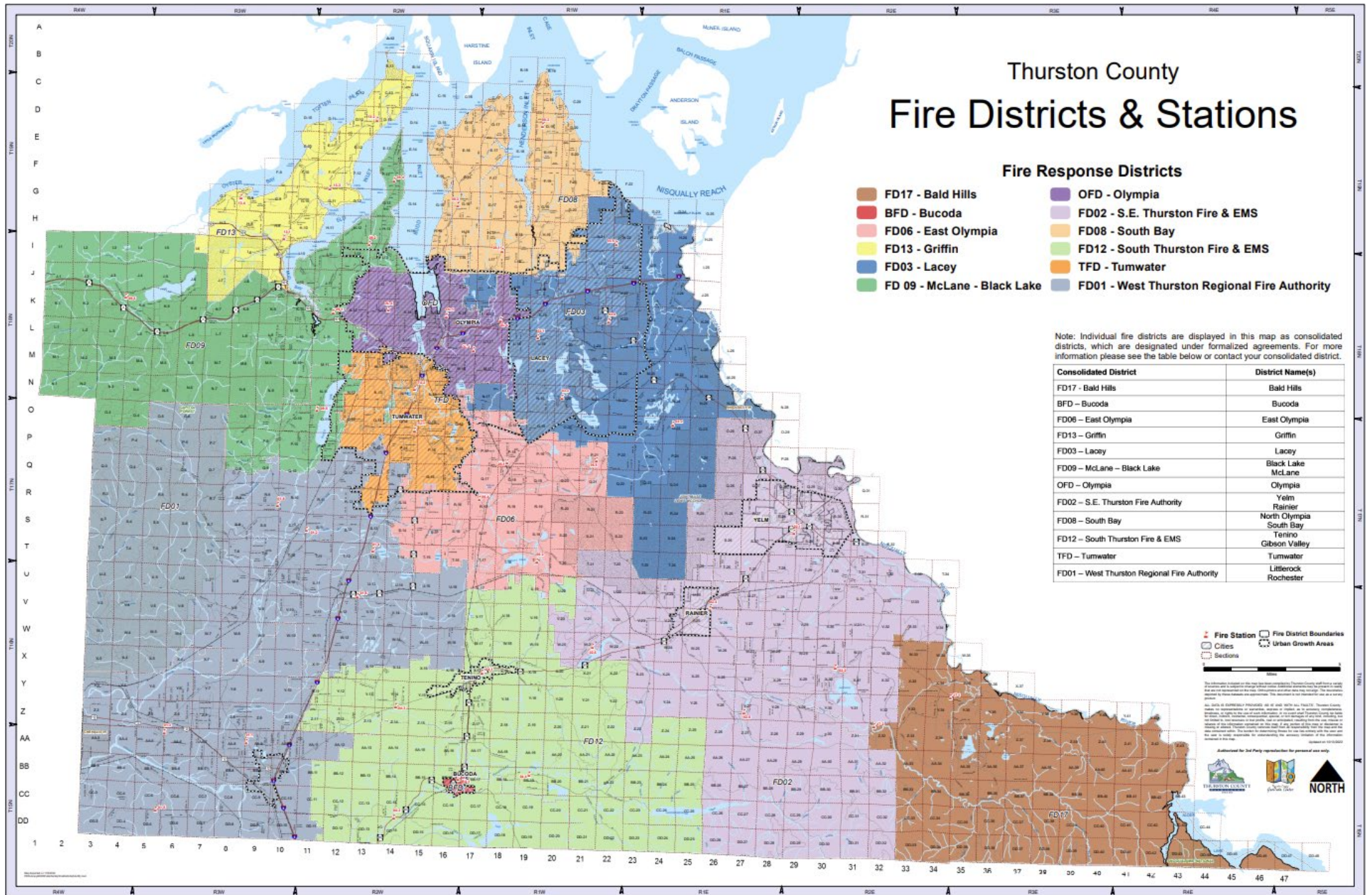
1.4.1 General Overview

Thurston County is divided into 15 fire districts, each providing fire suppression, emergency medical services (EMS), fire prevention and risk reduction, public education, and fire investigation. Many of the county's districts have incorporated into regional fire authorities, while other areas have annexed into municipal fire departments. Figure 1 provides a map of fire district boundaries by agency and their fire station locations. These districts cover a combined area of 737 square miles, providing fire protection services to both urban and rural areas of the county.

All fire service agencies in the county work closely with TCOMM 911, the central dispatch center and public safety answering point that coordinates responses between various fire service agencies. Existing mechanisms for mutual aid among local fire agencies allow them to share resources, personnel, and equipment during emergencies, ensuring no single agency is overwhelmed.

Other areas of fire protection jurisdiction within the county include state lands such as the Capitol Forest under the jurisdiction of Washington State Department of Natural Resources, and federal lands such as Joint-Base Lewis McCord (JBLM) under the jurisdiction of JBLM Fire and Emergency Services.

Figure 1: Thurston County Fire Districts and Stations



1.4.2 Hazard Impacts to ESF #4

Section 1.6.2 of the base plan contains a summary assessment of all significant hazards that threaten Thurston County. Of those hazards identified, the following have been assessed to have the most significant impact requiring coordination of ESF #4 capabilities:

Hazard	Impact Statement / Description
Wildfire	<ul style="list-style-type: none"> • Threats to people, structures (to include critical infrastructure), and natural resources (such as forested lands and agriculture areas) due to rapid fire spread, especially during extreme fire weather conditions.
Flood	<ul style="list-style-type: none"> • Potential for people to become trapped and/or isolated due to floodwater, requiring search and rescue capabilities from fire services in conjunction with other public safety agencies.
Earthquake	<ul style="list-style-type: none"> • Potential for people to become trapped and/or isolated due to collapsed infrastructure and debris, requiring urban search and rescue capabilities from fire services. • Mass casualties from collapsed infrastructure, requiring surge in basic life support (BLS) and advanced life support (ALS) emergency medical services (EMS) and patient transportation from fire services. • Potential for multiple structure fires as secondary hazards due to severe damage to electrical and gas utilities.
Severe Weather	<ul style="list-style-type: none"> • Potential for people to become trapped and/or isolated due to hazardous weather conditions, requiring search and rescue capabilities from fire services. • Potential for increased illness and injury due to extreme heat or extreme cold, requiring surge in emergency medical services (EMS) and patient transportation from fire services.

1.4.3 Whole Community

Fire services within the county makes considerations for the whole community by following provisions set forth in the Civil Rights Act of 1964 and other anti-discrimination laws and policies. As recipients of federal assistance, all partners in the fire services must comply with these acts. ESF #4 primary and supporting agency policies are committed to providing equal access to programs, services, and activities for persons with access and functional needs (AFN), and persons with limited English proficiency (LEP). Section 1.7.2 – Whole Community of the base plan further describes considerations for the whole community across all county agencies to include those within ESF #4.

1.5 Planning Assumptions

In addition to the planning assumptions listed in section 1.7.1 of the base plan, the ESF #4 plan annex is based on the following additional assumptions:

- Urban, rural, and wildland fires will occur within Thurston County. In the event of an earthquake or other significant incident, large fires could occur as one of multiple cascading effects from an incident.
- In a disaster, not all local firefighting resources will be available; some firefighting resources will become scarce or damaged.
- Wheeled-vehicle access may be hampered by bridge failures, landslides, debris, etc., making conventional travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and smoke jumpers may be needed in these situations. Helicopters will be scarce resources and usable airports congested.
- Normal fuel supplies may not be available due to facility damage or lack of electricity to operate pumps.
- In a large-scale wildfire or other incident, State resources will likely be called upon primarily through State Fire Mobilization.
- Efficient and effective mutual aid among the various local, county, state, and federal fire agencies require the use of the Incident Command System (ICS) together with compatible firefighting equipment and communications.
- Implementation of the actions in this plan, as well as lead and support agency responsibilities, will be dependent on availability of resources. During a disaster, resources may be out of service due to damage or committed to other priority efforts.
- Fire Chiefs will determine the extent to which they can participate in the Interlocal Agreement for Mutual Aid for Firefighting and Emergency Medical Services, entered by Thurston County Fire Agencies. During a wide scale disaster, resources for mutual aid may be limited.

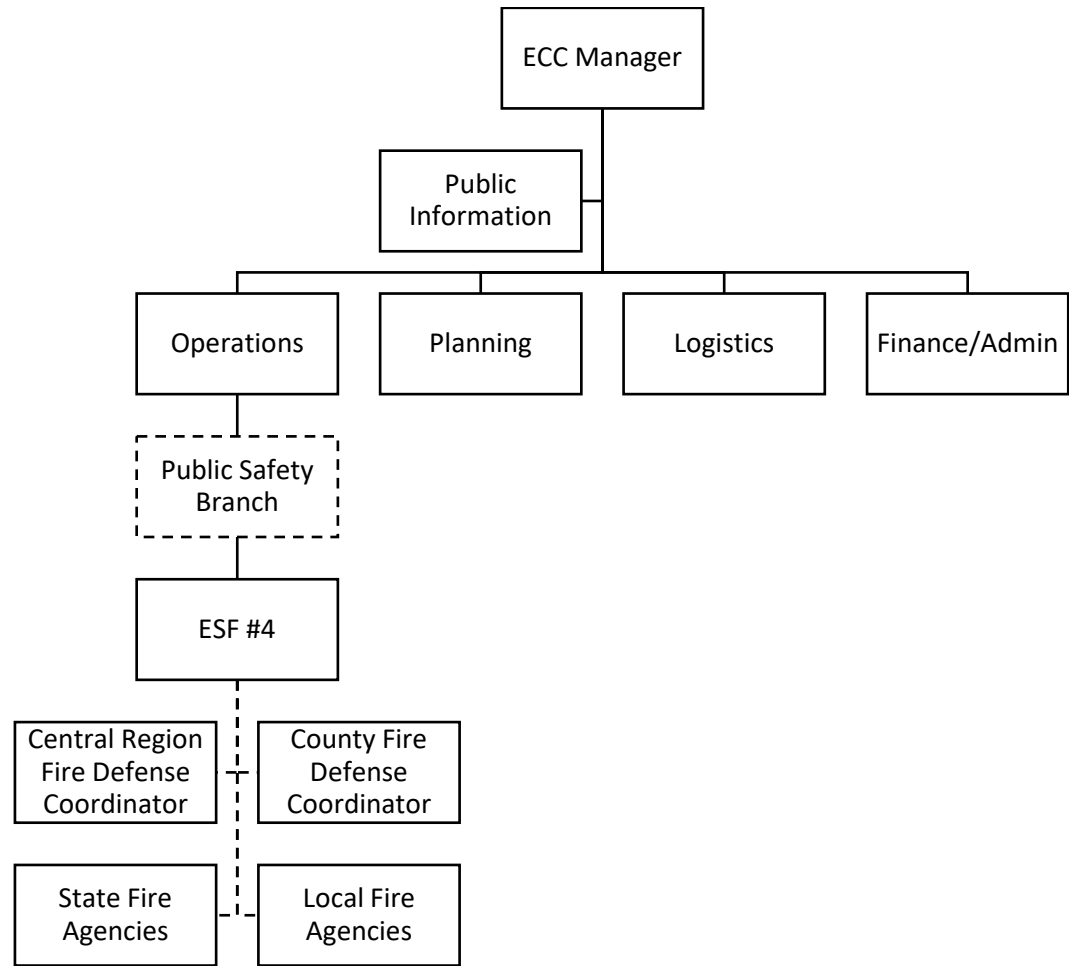
2. Organization

2.1 ESF #4 Organizational Structure

During disaster operations requiring activation of the Emergency Coordination Center (ECC), ESF #4 is organized within the ECC Operations Section, reporting to the Public Safety Branch Director or directly to the ECC Operations Section Chief if the Public Safety Branch is not established. If the ECC Operations Section Chief is not staffed, ESF #4 reports directly to the ECC Manager.

Through the Operations Section, Public Safety Branch, and/or ECC Manager, ESF #4 coordinates emergency support efforts with the ECC command and general staff and other activated ESFs. In most cases, ESF #4 will coordinate emergency medical support (EMS) and patient transportation support with ESF #8, fire service support for search and rescue with ESF #9, and fire service support during oil and hazardous materials response with ESF #10. Outside of the ECC, ESF #4 supports and coordinates with federal, state, and local fire protection agencies to support countywide coordination of fire management and suppression efforts. Figure 1 shows the organizational structure for ESF #4 in the ECC.

Figure 1: Thurston County Emergency Coordination Center Organizational Structure for ESF #4



2.2 ESF #4 Agencies & Organizations

Local agencies that coordinate ESF #4 support are identified under one of two categories: primary or supporting. Definitions of each can be found under section 2.3.2 of the base plan.

Primary Agencies		
Bald Hills Fire Department	Bucoda Fire Department	East Olympia Fire District 6
Griffin Fire Department	Lacey Fire District 3	McLane Black Lake Fire Department
Olympia Fire Department	Southeast Thurston Fire Authority	South Bay Fire District 8
South Thurston Fire and EMS	Tumwater Fire Department	West Thurston Regional Fire Authority
Supporting Agencies		
Washington State Patrol, Fire Marshalls Office	Washington State Department of Natural Resources	Thurston County Public Works
Thurston County Community Planning and Economic Development		

3. Concept of Operations

3.1 General

Emergency firefighting operations are characterized into four tiers based on incident complexity and resource needs: normal dispatch procedures, county fire mobilization, central region fire mobilization and state fire mobilization. In most cases, normal dispatch is coordinated outside of ESF #4 activation while county, central region, and state mobilizations are typically supported by the Thurston County ECC and ESF #4.

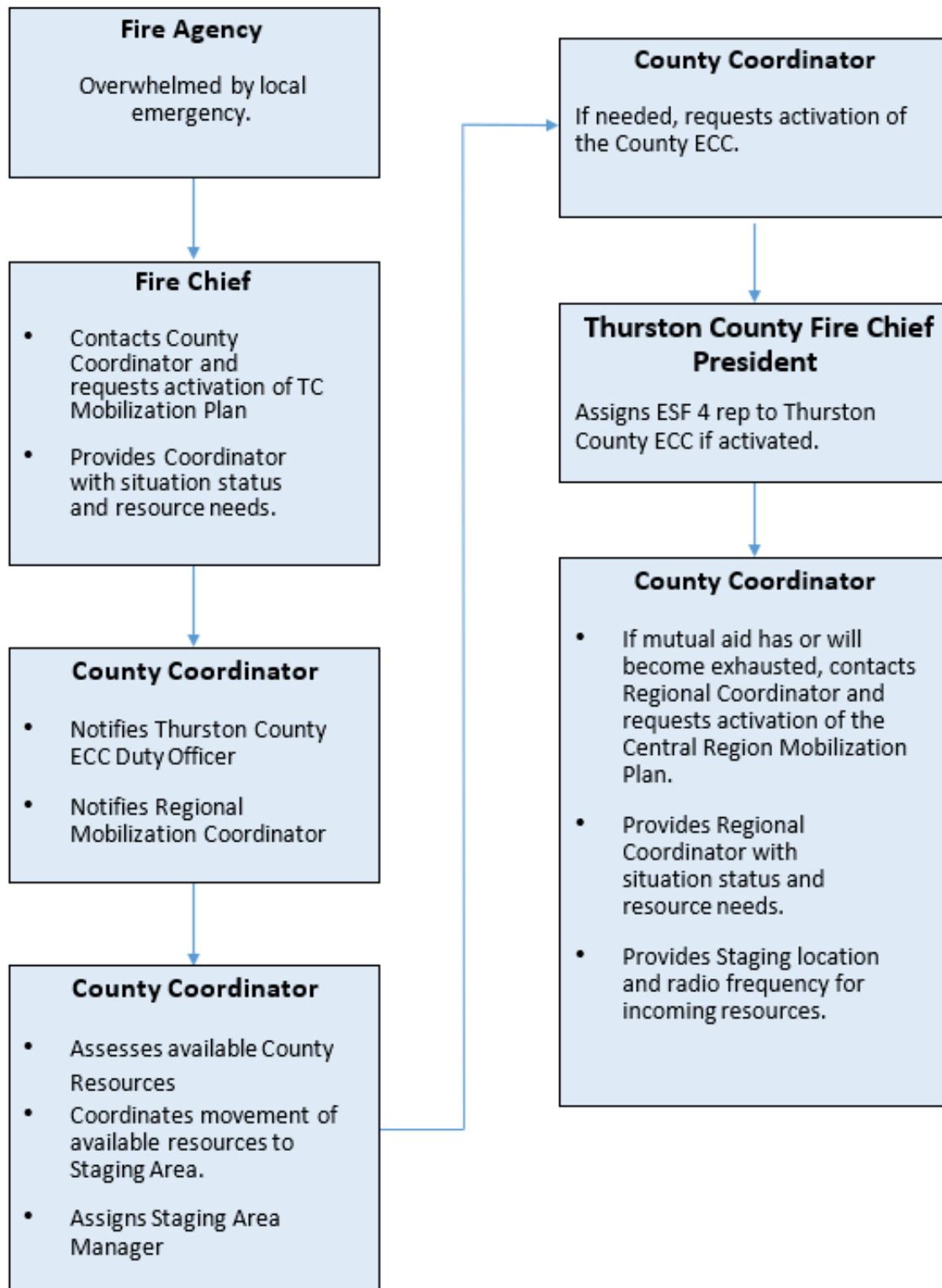
3.2.1 Normal Dispatch Procedures

During incidents requiring local fire service resource coordination, fire agencies coordinate and dispatch resources through TCOMM 9-1-1, providing redundant coverage through existing mutual aid agreements between each of the local fire protection agencies. In instances where state lands are also threatened by fire, Washington State Department of Natural Resources (DNR) has authority to render mutual aid for local fire suppression activities under RCW 76.04. Under normal dispatch procedures, coordination of mutual aid between local fire districts and DNR is handled between local agencies and TCOMM 9-1-1 outside of the assistance of ESF #4.

3.2.2 County Fire Mobilization

When normal dispatch procedures fail to provide the level of fire service resource coordination required by an incident, the *Thurston County Fire Service Resources Mobilization Plan* is activated at the request of the on-scene incident commander, fire chief or designee by contacting the County Fire Defense Coordinator or alternate. During county fire mobilization, the County Fire Defense Coordinator assesses the need to request activation of the ECC and ESF #4 in consultation with the Thurston County Fire Chiefs Association and Thurston County Emergency Management. ESF #4 when activated, coordinates additional resource and service support for the County Fire Defense Coordinator and local fire districts by functioning as the interface between local fire agencies and the Thurston County ECC staff. Figure 1 shows the process flow for *Thurston County Fire Service Resources Mobilization Plan* activation.

Figure 1: Activation of Thurston County Fire Service Resources Mobilization Plan



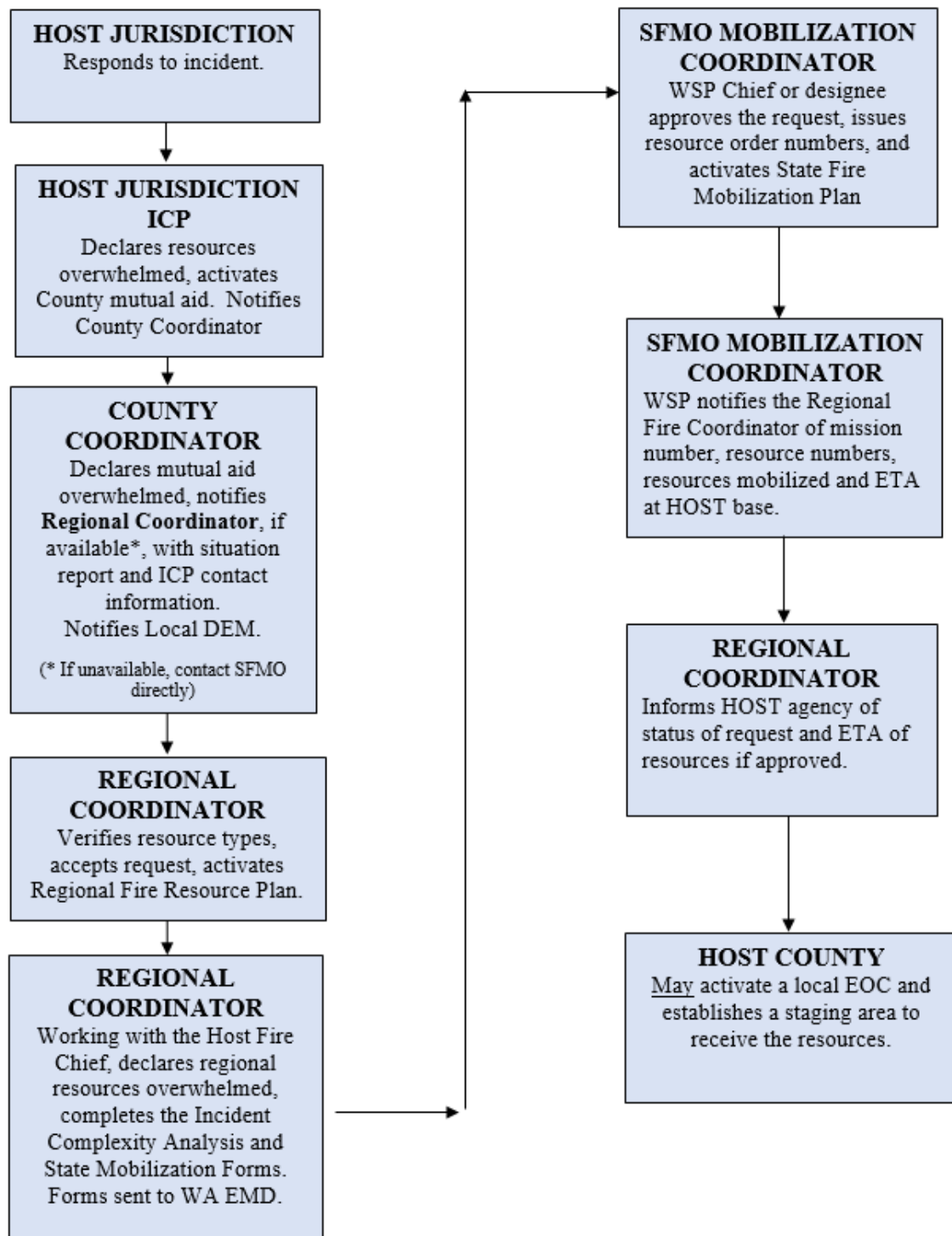
3.2.3 Central Region Fire Mobilization

In the event local mutual aid resources have been or will be expended prior to gaining control of the incident, and the incident escalates or will continue to escalate without additional resources or specialized resources, the on-scene incident commander, fire chief or designee requests activation of the *Central Region Fire Defense Plan* (Central Region Plan) through the County Fire Defense Coordinator. If not already activated, ESF #4 and the ECC will be activated upon request by the local Fire Chief and/or County Fire Defense Coordinator to support and coordinate resource and service support needs beyond those provided through the Central Region Plan and Central Region Fire Defense Coordinator. During regional fire mobilization, the County Fire Defense Coordinator coordinates with ESF #4 staff on incident status and anticipated resource needs, ESF #4 staff in turn relay incident status, resource needs, and other emergency support needs to Thurston County ECC staff to action.

3.2.4 State Fire Service Mobilization

The Fire Chief of the local fire protection jurisdiction has the authority to request state fire services resource mobilization under the provisions of the *Washington State Fire Services Resource Mobilization Plan*. The request shall be processed as specified in the Central Region Plan and coordinated through the County Fire Defense Coordinator and Central Region Fire Defense Coordinator. During state fire mobilization, the Thurston County ECC through ESF #4 functions as a supporting agency to incident command, local fire districts, the County Fire Defense Coordinator, and the Central Region Fire Defense Coordinator to respond to and coordinate information needs, resource needs, and other emergency support needs. Incident management personnel and fire coordinators in turn provide incident status summaries, anticipated emergency support needs, and any cascading effects of the incident to the Thurston County ECC through the ESF #4 coordinator. Figure 2 shows the process flow for activation of state fire service mobilization within the Central Region Plan.

Figure 2: Activation of State Mobilization Within Central Region



3.2 Activation of ESF #4

ESF #4 may be activated upon request by a local Fire Chief, Incident Commander, or the County Fire Defense Coordinator to the Thurston County Emergency Coordination Center (ECC) Duty Office and/or ECC Manager. In most cases, Fire Agencies can make such requests through TCOMM 9-1-1 who will notify the ECC duty-officer.

Alternatively, the ECC Manager may request the Thurston County Fire Chief's Association activate ESF #4 as part of an enhanced ECC activation (level 1 or 2) if the ECC Manager determines there is a need for enhanced fire service coordination in support of an incident.

During ECC activations, the Thurston County Fire Chief's Association provides staffing for ESF #4 in the County ECC. ESF #4 staff represent local fire agencies in the ECC and coordinate with ECC Command and General staff and other activated ESFs to implement the ESF #4 Annex.

Activation and staffing procedures for ESF #4 are as follows:

1. Request is made for the activation of ESF #4. ECC Manager or Operations Section Chief notifies the Fire Chief's Association of request to staff ESF #4
2. The President of the Fire Chief's Association, or designee, consults with the ECC Manager and local fire agencies to determine staffing needs for ESF #4 based on incident impacts, incident complexity, and operational period cycle of the ECC.
3. President of the Fire Chief's Association appoints ESF #4 staff to perform fire coordination responsibilities in the ECC during the incident.
4. ESF #4 staff report to the ECC with necessary equipment to coordinate with local fire agencies and the County Fire Defense Coordinator.
5. ESF #4 staff establish lines of communication with County Fire Defense Coordinator and local fire agencies and integrate into ECC staff operations.

3.3 Critical ESF #4 Response Tasks

To achieve effective disaster response, ESF #4 supports coordination of information and resources among primary and supporting agencies to support critical response tasks. The critical tasks identified below align with ESF #4's primary core capabilities and serve as a foundation to develop intermittent objectives during disaster response to re-establish or re-stabilize community lifelines.

#	Critical Task Description	Responsible Agencies
Fire Management and Suppression		
1	Provide traditional first response and initial attack firefighting services.	Local Fire Agencies
2	Coordinate response of fire management and specialized fire suppression resources for expanded or extended attack firefighting and support operations.	Fire Chief/Incident Commander; County Fire Defense Coordinator; ESF #4 Coordinator; Central Region Fire Defense Coordinator
3	Ensure the coordinated deployment of appropriate local and regional fire management and fire suppression resources to reinforce firefighting efforts and maintain an appropriate level of protection for subsequent fires.	County Fire Defense Coordinator; Central Region Fire Defense Coordinator; WSP State Fire Marshall; ESF #4 Coordinator
Planning		
4	Plan for relocating fire operations and relocating fire apparatus as conditions warrant.	Local Fire Agencies; ESF #4 Coordinator
5	Support ECC Planning Section as fire management and suppression subject matter expert as needed to inform development of emergency support plans.	ESF #4 Coordinator
6	Plan for staging of inbound resources during fire mobilization.	County Fire Defense Coordinator; ESF #4 Coordinator; TCCEM (ESF #7)
Operational Coordination		
7	Establish and maintain incident command or unified command to mobilize and direct field resources necessary for fire management and suppression operations	Local Fire Agencies; WA DNR
8	Assign staff member(s) to participate in the Thurston County Emergency Coordination Center (ECC) as a liaison, if activated, to coordinate fire service activities and support with ECC command staff and other emergency support functions.	Thurston County Fire Chiefs Association

9	Coordinate local mutual aid between fire agencies and activate county and/or central region fire mobilization plans as necessary to support mobilization of additional fire service resources.	County Fire Defense Coordinator; Central Region Fire Defense Coordinator
10	Coordinating identification and mobilization of qualified all-hazards and/or wildland firefighting incident management personnel in support of local fire agency incident management needs.	ESF #4 Coordinator; County Fire Defense Coordinator
Environmental Response Health and Safety		
11	Support assessment of oil and hazardous materials releases and implement protective actions to protect the public (See ESF #10 Annex)	Local Fire Agencies; ESF #4 Coordinator; WSP/WA Ecy (ESF #10); TCSO (ESF #13)
12	Coordinate evacuation functions between local fire agencies, local law enforcement, and public works (See ESF #13 Annex, Appendix 1 – Evacuation)	ESF #4 Coordinator; TCSO (ESF #13); TCPW (ESF #1)
13	Coordinate road closures and other access restrictions with local transportation authorities to protect the public and mitigate risk during fire suppression operations (See ESF #1 Annex).	ESF #4 Coordinator; TCWP (ESF #1)
Fatality Management Services		
13	Coordinate fire service resource support to ESF #8 for decedent remains recovery from incident area(s) as necessary (See ESF #8 Annex)	ESF #4; TCPHSS (ESF #8)
Mass Search and Rescue Operations		
14	Coordinate fire service resource support to ESF #9 for search and rescue operations as necessary to include resource support for specialized teams such as the Thurston County Special Operations Rescue Team (SORT) and Thurston County Dive Team (See ESF #9 Annex).	ESF #4; TCSO (ESF #9)
Public Health, Healthcare, and Emergency Medical Services		
15	Coordinate fire service resource support to ESF #8 for emergency medical services (EMS) response to include Basic Life Support (BLS) and Advanced Life Support (ALS) (See ESF #8 Annex)	Local Fire Agencies; ESF #4; TC Medic One; TCPHSS (ESF #8);
16	Coordinate fire service resource support to ESF #8 for patient transportation (Ambulatory and Non-Ambulatory) as necessary (See ESF #8 Annex)	Local Fire Agencies; ESF #4; TC Medic One; TCPHSS (ESF #8); TCPW (ESF #1)

3.5 Supporting Activities

Supporting activities are those activities generally performed before and after an incident that support emergency preparedness and the four other mission areas within the National Preparedness Goal: prevention, protection, mitigation, and recovery.

3.5.1 Prevention & Protection

State Fire Code and local ordinances supports the safety of public places and special facilities serving the young (schools), old and infirmed (nursing and assisted living facilities), and several medical facilities. Inspection of these requirements is conducted by the combined effort of state and local fire marshal's offices. The establishment of burn bans and fireworks restrictions, fire code classifications for businesses, inspections, and installations of fire sprinkler systems, retention areas, and detection devices for heat, smoke, or hazardous chemicals contribute to overall safety of the public.

The County Fire Marshall resides within Thurston County Community Planning and Economic Development with the task of inspecting facilities in unincorporated Thurston County. The County Fire Marshal works closely with local fire districts to identify fire risks, enforce fireworks laws of the county, review plans and specifications, and issue fire safety permits in areas of the county not having local authority.

3.5.2 Mitigation

Thurston County Emergency Management (TCEM) coordinates mitigation activities with the County Fire Marshall and local fire districts through the Thurston Region Hazard Mitigation Plan (HMP). Specific mitigation activities related to ESF #4 can be found in the HMP and its annexes.

3.5.3 Recovery

TCEM may continue ECC operations until it is determined that ECC coordination is no longer necessary. This coordination may continue into the recovery phase and involve ESF #4. Information coordination between TCEM and local fire agencies during the Public Assistance (PA) process is one of the primary recovery activities for ESF #4. Each jurisdiction will establish an applicant agent for the jurisdiction responsible for the documentation and accounting for emergency expenses incurred. Any local matching funds must be accommodated by the jurisdiction (as a department or as an independent fire district).

Other fire agency activities in the recovery phase may include:

- Reactivate stations for normal operations.
- Return apparatus and equipment to regularly assigned locations.
- Assist the public in recovery operations as resources allow.
- Support other recovery efforts as requested by the ECC.
- Provide financial information to the Thurston County Auditor's Office/Financial Services as needed for cost recovery.

Detailed recovery activities are covered in the ESF #14 Annex and Thurston County Disaster Recovery Framework.

3.5.4 Preparedness Activities

Preparedness activities consists of planning, organizing, equipping, training, and exercising. TCEM coordinates with the Thurston County Fire Chief's Association for preparation of emergency plans, development of ESF #4 coordination staff, identifying and resourcing capability gaps, and providing training and exercise opportunities. Plans, policies, and procedures will be updated based on after action reports and lessons learned from exercises and actual incidents. Individual fire agencies provide preparedness activities that vary with each agency. General preparedness activities prior to the disaster or incident include:

- Develop, maintain, review, and update procedures for emergency operations.
- Assess equipment and training needs.
- Establish procedures for coordinating all public information releases through the Thurston County Public Information Officer and/or the City Public Information Officer.
- Develop continuity of operations plans (COOP) for relocating and reestablishing fire services if primary facilities must be evacuated.
- Establish communication links with law enforcement agencies for coordination of warning and evacuation confirmation functions.
- Establish and maintain mutual aid agreements to maximize utilization of resources.
- Through the Fire Chief's Association, appoint fire representatives to serve as ESF #4 coordinator in the County ECC.

4. Responsibilities

4.1 Local Fire Agencies (Joint Primary Agencies)

Local Fire Agencies are the primary agency for ESF #4. If an emergency occurs within the County limits, the Local Fire Districts with jurisdiction over the incident will exercise overall authority for fire service activities and responsibilities. If multiple fire agencies have jurisdiction over a single incident, those agencies with jurisdiction may form a unified command and/or issue a joint delegation of authority to direct ESF #4 activities. Specific responsibilities include, but are not limited to:

- Provide suppression and control of fires within their respective fire protection jurisdictions (including those DNR or governmental lands that are contracted with the local district), support other fire protection agencies if signatories to a mutual aid agreement, and support the provisions of the both the Thurston County and Central Region Fire Resources Plans.
- Provide and/or delegate authority to an incident command for emergency operations.
- Provide Medical Response which includes Advanced Life Support (ALS) and Basic Life Support (BLS) (refer to ESF #8 Annex).

- Provide hazardous materials response, as appropriate, upon acceptance of and within boundaries of the incident command structure and agency training and capability (refer to ESF #10 Annex).
- Support other life-saving public safety efforts, such as alert and warning, search and rescue, and evacuation.

Only the Fire Chief or Incident Commander of a local fire protection jurisdiction has the authority to request activation of the Thurston County Fire Resource Mobilization Plan.

4.1.1 County Fire Defense Coordinator

To support county fire resource mobilization, the Thurston County Association of Fire Chiefs will select a Fire Officer or other qualified person from within the County to function as the County Fire Defense Coordinator and Alternate County Fire Defense Coordinator. The Primary and Alternate Fire Defense Coordinators serve at the discretion of the Thurston County Association of Fire Chiefs.

The Thurston County Fire Coordinator will be notified of all activations of the Thurston County Mobilization Plan and/or ESF #4 and will request resources through the Central Region Fire Defense Coordinator where necessary to support local incidents. Responsibility under the Thurston County Fire Resource Mobilization Plan include:

- Utilizing the Thurston County Fire Resource Mobilization Plan to meet resource requests for local fire agencies.
- Assisting the Central Region Fire Defense Coordinator in the identification and deployment of Thurston County resources to regional and state mobilization incidents.
- Provide responding resources with response frequencies and check-in location(s).

As a representative of the Thurston County Association of Fire Chiefs, the County Fire Defense Coordinator is also responsible for coordinating information and emergency support from the Thurston County ECC through ESF #4 staff when activated. ESF #4 staff in turn, coordinate support to the County Fire Defense Coordinator by serving as the interface between local fire agencies, ECC command and general staff, and other activated ESFs.

4.1.2 Central Region Fire Defense Coordinator

The Central Region Fire Defense Coordinator is appointed by and serves at the discretion of the Central Region Fire Defense Board, assembled under the provisions of RCW 38.54 comprising of Grays Harbor, Lewis, Pacific and Thurston Counties. The Central Region Fire Defense Coordinator is responsible for implementation of the Central Region Fire Defense Plan (Central Region Plan).

The Central Region Fire Defense Coordinator will be notified of all activations of the Central Region Plan and will request resources through the Washington State Fire Services Resource Mobilization Plan where necessary to support local or regional incidents. The Central Region

Fire Defense Coordinator will coordinate with County Fire Coordinators for all requests of fire service resources from Central Region.

The Central Region Fire Defense Coordinator is responsible for requesting activation of the Washington State Mobilization Plan upon request by the Fire Chief(s) of the local fire protection jurisdiction(s) impacted by an incident. Such requests shall be made consistent with the Central Region Fire Defense Plan and Washington State Fire Services Resource Mobilization Plan.

4.2 County Fire Marshall, Thurston County Community Planning and Economic Development (Supporting Agency)

The County Fire Marshall resides within Thurston County Community Planning and Economic Development (CPED) and is responsible for enforcement of fire prevention related codes, ordinances, and standards. CPED may perform the following activities as a supporting agency to ESF #4.

- Provide technical specialists.
- Conduct damage assessment of buildings.
- Coordinate and/or conduct water quality assessments.

4.3 Thurston County Public Works (Supporting Agency)

Thurston County Public Works (TCPW) is the transportation authority for unincorporated Thurston County, with responsibility for repair, maintenance and management of county roads, bridges, and trails. Depending on the scale and severity of an incident, TCPW may provide support to ESF #4 directly or through ESF #1 (Transportation) and ESF #3 (Public Works and Engineering) if activated in the ECC. TCPW may perform the following activities as a supporting agency to ESF #4.

- Provide logistical support such as transportation of equipment and commodities.
- Provide heavy equipment and operators, as needed, to support emergency operations and/or assist in coordination with outside vendors.
- Provide temporary construction or repair of critical infrastructure to support emergency operations.
- Clear travel routes and corridors and perform emergency repair of roads and bridges.
- Provide technical specialists.

Refer the ESF #1 (Transportation) and ESF #3 (Public Works and Engineering) annexes for additional support TCPW may provide during incidents.

4.4 Washington State Department of Natural Resources (Supporting Agency)

Washington State Department of Natural Resources (DNR) is responsible for fire prevention, suppression, and overall forest management in Washington State under RCW 76.04. DNR coordinates fire suppression efforts and resources to control wildland fires in the state on DNR protected lands. In most cases, and if available resources permit, DNR may aid local fire

agencies to support fire suppression efforts if a wildfire threatens DNR protected land and/or as part of an interlocal agreement.

4.5 State Fire Marshall, Washington State Patrol (Supporting Agency)

The State Fire Marshall, under the Washington State Patrol (WSP), is responsible for implementation of the Washington State Fire Services Resource Mobilization Plan and acts as the approval authority for state fire mobilization under RCW 43.43.961-965.

4.6 Thurston County Emergency Management (Coordinating Agency)

Thurston County Emergency Management (TCEM) serves as the coordinating agency for ESF #4 responsible for development and maintenance of the county's ESF #4 annex in close coordination with the Thurston County Fire Chiefs Association. TCEM is responsible for activation, staffing, equipping and operation of the Thurston County ECC in support of ESF #4 response activities. TCEM may perform the following activities as a supporting agency to ESF #4:

- Provide for alert and warning of persons located in the affected area.
- Serve as liaison between local jurisdictions and response agencies and the State for requesting resources when the capabilities of local response agencies are exceeded.
- Provide training to fire personnel, as appropriate.
- Provide for information and resource management.
- Facilitate requests and application for disaster financial assistance through State and Federal programs such as Public Assistance (PA) and Fire Management Assistance Grants (FMAG).

5. Resource Requirements

5.1 Local Resources

Outside of state fire mobilization, local and regional fire services maintain personnel and equipment for structural and wildland firefighting, and emergency medical response with capability to form structural (Type 1) engine strike teams, wildland engine strike teams, water tender strike teams, and EMS (ALS/BLS) strike teams.

Fire agencies within the county also maintain specialized personnel and equipment to include:

- Thurston County Special Operations Rescue Team (SORT)
- SCUBA and Swift Water Rescue personnel and equipment as part of the Thurston County Swift Water Rescue Team
- Regional Command Unit Vehicle
- Incident Management Team Personnel (Type 2 and 3)

Refer to the *Central Region Fire Defense Plan* for a detailed list of local fire service resources. Request for local and regional fire service resources should be consistent with the *Thurston County Fire Service Resource Mobilization Plan* and the *Central Region Fire Defense Plan*. Fire

agencies should notify the County Fire Defense Coordinator for local and regional fire service resource requests when operating outside of normal dispatch procedures.

5.2 Resource/Capability Gaps

Based on estimated hazard impacts and the current ESF #4 capabilities of local agencies, local planners have identified the following additional resources that may be needed during an incident to fully support ESF #4 response tasks.

Resource Typing Definition	Critical Task(s) Supported	Justification
Hand Crews	1, 2	Local fire agencies have adequate resources to perform fire management and suppression as part of initial attack. However, during expanded or extended attack local resources would likely become exhausted and require additional resources through State fire mobilization to free up local resources to resume normal firefighting, EMS services, and other emergency response priorities.
Fire Engine Strike Team – Wildland	1, 2	
Incident Management Team – Firefighting (Type 3, 2, or 1)	2, 3, 7, 10	
Helicopter – Firefighting and Rescue	1, 2, 14	No locally owned rotary wing resources for firefighting within the county. The county typically relies on Washington State DNR and other state agencies for rotary wing resource support during fire management and suppression.

5.3 Mutual Aid

All fire service agencies in Thurston County are signatory to the *Thurston County Interlocal Agreement for Mutual Aid for Firefighting and Emergency Medical Services* as authorized under RCW 39.34 Interlocal Cooperation Act. Under normal dispatch procedures, local mutual aid for firefighting and emergency medical services is coordinated through TCOMM 9-1-1. During major incidents or disasters, *The Thurston County Fire Service Resource Mobilization Plan* facilitates the movement and deployment of fire service resources under local mutual aid.

5.4 State & Federal Aid

The Washington State Emergency Operations Center (SEOC) coordinates assistance to local governments for fire activities and mobilization resources per the provisions of the *Washington State Fire Services Resource Mobilization Plan*.

Federal Emergency Management Agency (FEMA) administers fire suppression assistance to the state pursuant to Stafford Act (PL 93-288, Section 420) when a fire destruction threat would constitute a major disaster. U.S. Department of Agriculture, U.S. Forest Service (USDA-USFS) acts as the Principal Advisor to the FEMA Regional Director to assist in the administration of the

terms of the Federal/State Agreement for Fire Suppression. Providing protection in National Forests and assisting in control of fires that threaten to spread from nearby lands into National Forests.

6. Supporting Plans & Procedures

6.1 State & Regional

6.1.1 Washington State Fire Services Resource Mobilization Plan, Washington State Patrol (State Fire Mobilization Plan)

The State Fire Mobilization Plan provides the process to notify, assemble, and deploy fire service personnel and equipment to any local fire jurisdiction in the state that had expended or will expend all available local mutual aid resources in attempting to manage fires, disasters or other events that jeopardize the ability of a jurisdiction and/or region to provide for the protection of life and property. Once state fire mobilization is approved for an incident, all local and mutual aid resources become part of the mobilization process and are reimbursed as a result of State Mobilization.

6.1.2 Central Region Fire Defense Plan, Central Region Fire Defense Committee (Central Region Plan)

The Central Region Plan ensure that resources within the Central Region (Grays Harbor, Lewis, Pacific and Thurston counties) are identified, informed, and prepared to participate in fire resource mobilization activities. In addition, the Plan is intended to assist local agencies in planning for disasters of unprecedented nature, consisting of the following elements:

- Individual standardized fire resource plans for each County that becomes the basis for a Regional or State fire service mobilization.
- Procedures for activation and deployment of resources for a regional incident.
- Procedures for activation and deployment of resources for a State Mobilization incident.
- A section for definitions and common terminology.

The Central Region Plan is developed and maintained by the Central Region Fire Defense Committee in accordance with RCW 38.54 and serves as the plan for requesting and facilitating State Fire Resource Mobilization within Central Region.

6.2 Local

6.2.1 Thurston County Fire Service Resource Mobilization Plan, Thurston County Association of Fire Chiefs

The Thurston County Fire Service Resource Mobilization Plan provides procedures for the orderly activation and deployment of fire service resources during major emergencies and disasters to incidents. The Plan consists of the following elements:

- Procedure for activation of the county mobilization plan.
- Procedure for activation of the Thurston County Emergency Coordination Center (ECC).

- Procedure for activation and staffing of ESF4 Fire Rep position in the Thurston County ECC.
- Procedure for activation of the Regional Mobilization Plan.

The Thurston County Fire Service Resource Mobilization Plan is consistent with the Central Region and Washington State Fire Service Resource Mobilization Plans.

6.3 References

Thurston County Interlocal Agreement for Mutual Aid for Firefighting and Emergency Medical Services.

Thurston County Emergency Management. 2025. *Comprehensive Emergency Management Plan*. Olympia, WA: TCEM

U.S. Department of Homeland Security (DHS). 2016. *Emergency Support Function #4—Firefighting Annex*. Washington, DC: DHS.

Washington Military Department-Emergency Management Division. 2024. *Emergency Support Function #4—Firefighting Annex*. Camp Murray, WA: WMD-EMD.

7. Definitions

Refer to the base plan for additional definitions and terms.

Assembly Point – Predesignated meeting place for team assembly and check-in.

Base – A location at which the primary logistics functions are coordinated and administered. The incident name or other designator will be added to the term "Base". The Incident Command Post may be co located with the base. There is only one base per incident.

Camp – Camps(s) are strategically located in order to locate resources to better support incident operations. At camps, certain essential support operations (e.g., feeding, sleeping and sanitation) can be maintained. Also at camps, minor maintenance and servicing of equipment may be done. Camps may be located if necessary to meet tactical operations.

Central Fire Defense Region – One of nine fire defense regions in Washington State with the following makeup: Grays Harbor, Lewis, Pacific and Thurston Counties. Operates under a committee with representation from fire agencies across the region.

Command Post – The Command Post will be the location from which all incident operations are directed. There should only be one Command Post for the incident. In a unified command structure where several agencies or jurisdictions are involved, the responsible individuals designated by their respective agencies would be co-located at the command post.

County Fire Coordinator – The representative from each county (appointed by the County Fire Chiefs Association) that is responsible for the overall coordination of fire service activities

during a declared emergency or disaster. The Fire Coordinator may be located at the Counties Emergency Operations Center (EOC).

Critical Need Resource – Those positions identified by the Fire Defense Committee as having a shortage of qualified personnel to regularly fill a resource request will be considered a “Critical Need Resource”. An example of this would be a Communications Technician.

Delegation of Authority – The delegation of authority from the Agency Administrator to the Incident Commander to manage an incident is accomplished through a written delegation document (DOA). The DOA should contain specific, measurable objectives to be accomplished by the IMT, as well as any limitations to authority.

Emergency Operations Center – The local jurisdiction’s facility set up to provide a central coordination point for local officials and support functions; coordinate and provide information to the news media and the state EOC; provide coordination for the key local officials outside the management group and coordinate the management of resources requested by the incident. In some jurisdictions, also referred to as an Emergency Coordination Center (ECC).

Fire Chief – “Fire Chief” includes the chief officer of the statutorily authorized fire agency, or the fire chief’s authorized representative. Also included are the Department of Natural Resources fire control chief, and the Department of Natural Resources regional managers.

Fire Number – The number assigned to the incident by the Department of Natural Resources or WSP for mobilization.

Helibases – Helibases are located in an around the incident area where helicopters are parked, maintained, fueled, and loaded with retardants, personnel, or equipment. More than one helibase may be required on very large incidents. Once established on an incident, a helibase will usually not be relocated.

Helispot – Helispots are more temporary and less used locations where helicopters can land, take off, and in some cases, load water or retardants.

Host Jurisdiction – A “host jurisdiction” is any jurisdiction in which the emergency incident exists. A host jurisdiction is eligible for reimbursement of excess costs incurred in the stabilization and control of an emergency incident from the time that state mobilization is declared. Excess costs are those costs and expenses that exceed normal and usual operating expenses.

Immediate Need Resources – Fire resources needed for immediate deployment in an extended attack situation where their active and timely addition to the control effort may significantly contribute to achieving important control objectives. These resources will be en route within 15 minutes of a request and able to arrive within two hours.

Jurisdiction (fire services) – For the purposes of ESF #4 the Central Regional Plan, includes the state, county, city and fire districts which agree to be a party to the Regional Mobilization Plan.

Management Action Points – Geographic reference points or specific changes of current situation where an escalation or alternative of management actions may be warranted. These points are clearly identified and the management actions to be taken are clearly described in an approved strategic plan. Timely implementation of the identified actions when the incident reaches the action point is generally critical to successful accomplishment of the objectives.

Mobilization – Fire service resources beyond those available through existing agreements will be requested and, when available, sent in response to an emergency or disaster situation that has exceeded the capabilities of available local resources. In the case of an extremely large-scale fire or other disaster, mobilization may also mean the redistribution of regional and/or statewide fire service resources to direct firefighting assignments or to be repositioned in communities where the local fire service resources need backup support. Once state mobilization has been authorized, all incident (host) jurisdiction and mutual aid resources become state mobilization resources.

Mutual Aid – Emergency interagency assistance provided without compensation under an agreement between jurisdictions pursuant to Chapter 38.54 RCW. Fire Service mutual aid is contingent upon a responding Fire Chief's approval and agreement that the requested equipment and resources are available without jeopardizing local capabilities. Once state mobilization has been authorized, all mutual aid resources present at the incident become state mobilization resource.

Overhead Personnel – Personnel who are assigned to supervisory ICS positions such as Incident Commander, Command Staff, General Staff, Directors, Supervisors, and Unit Leaders.

Passport Accountability System – A fire ground accountability system that uses tags, passports, and status boards to account for companies and teams, and to identify the individual members of a team.

Regional Coordinator – The designated individual or agency selected by the Regional Fire Defense Board to conduct the designated responsibilities of that position.

Resource Order Number – The number assigned to each resource that is requested and/or approved by the State Fire Resource Coordinator during a state mobilization incident. The number is assigned for tracking and documentation of mobilized resources. All mobilized resources must have a resource number.

Staging Area – Staging areas are established for temporary location of resources for response on a three-minute notice. Staging areas will be established to locate resources not immediately assigned. A staging area can be anywhere that mobile equipment can be temporarily parked awaiting assignment.

Strike Team – A Strike Team is five of the same kind of resources, with common communications and a leader.

Task Force – Combination of single resources mobilized and assembled for a particular need with common communications, and a leader.

Team Leader – A Task Force or Strike Team Leader shall be a firefighter with training qualifications and experience in the command of multiple companies. For the purpose of State Mobilization to wildland incidents, a Strike Team Leader must be Red Card qualified as a Strike Team leader under PNWCG 310-1 and can lead both Strike Teams and Task Forces. A Task Force leader is a higher qualified person that can lead different types of resources simultaneously (example; hand crews, dozers and engines).

Unified Command – A command structure that provides for all agencies or individuals who have jurisdictional responsibility, either geographical or functional, to jointly manage an incident through a common set of objectives.

Urban Structure Protection – Resources deployed to protect structures in an urban environment necessary to apply safe and effective strategy and tactics to minimize the threat to life and property. This may include placing urban firefighting equipment in recognized urban environments that may have water systems for interior or exterior structural firefighting. Personnel working in this environment need to be trained in structural firefighting.

Wildland Engine – A National Wildfire Coordinating Group (NWCG) Type 3,4,5 or 6 fire engines.

Wildland Hand Crew – A hand crew consists of either ten or twenty wildland firefighters including a team leader and has its own transportation. The crew must be properly equipped, trained, and qualified.

Wildland Interface Structure Protection – Resources deployed to prepare and protect structures in a wildland interface environment necessary to apply safe and effective strategy and tactics to minimize the threat to life and property. This may include size-up, wildland initial and extended attack actions, structure triage, and wildland firefighting structure protection tactics. Personnel working in this environment need to be trained in Wildland firefighting.

8. Attachments

Attachment 1 – Thurston County Fire Service Resources Mobilization Plan (July 2017)

TLP:GREEN

Attachment 2 – Central Region Fire Defense Plan (Operational Draft, 2025-2027) **TLP:GREEN**

Attachment 3 – Map, Thurston County Fire Districts and Stations

Thurston County Fire Districts & Stations

Fire Response Districts

- FD17 - Bald Hills
- BFD - Bucoda
- FD06 - East Olympia
- FD13 - Griffin
- FD03 - Lacey
- FD 09 - McLane - Black Lake
- OFD - Olympia
- FD02 - S.E. Thurston Fire & EMS
- FD08 - South Bay
- FD12 - South Thurston Fire & EMS
- TFD - Tumwater
- FD01 - West Thurston Regional Fire Authority

Note: Individual fire districts are displayed in this map as consolidated districts, which are designated under formalized agreements. For more information please see the table below or contact your consolidated district.

Consolidated District	District Name(s)
FD17 - Bald Hills	Bald Hills
BFD - Bucoda	Bucoda
FD06 - East Olympia	East Olympia
FD13 - Griffin	Griffin
FD03 - Lacey	Lacey
FD09 - McLane - Black Lake	Black Lake McLane
OFD - Olympia	Olympia
FD02 - S.E. Thurston Fire Authority	Yelm Rainier
FD08 - South Bay	North Olympia South Bay
FD12 - South Thurston Fire & EMS	Tenino Gibson Valley
TFD - Tumwater	Tumwater
FD01 - West Thurston Regional Fire Authority	Littlerock Rochester

Fire Station Fire District Boundaries
 Cities Urban Growth Areas
 Sections

0 1 2 3 4 5 Miles

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