

San Juan County Comprehensive Emergency Management Plan

ANNEX 3

STRUCTURE AND WILDLAND FIRE

PURPOSE:

1. To provide a uniform plan for response to wildland, urban and interface fires within San Juan County, ensuring the most effective mobilization and utilization of fire department resources within San Juan County.
2. This plan is intended for use when the fire resources of any agency are taxed or overwhelmed.

SITUATION:

1. There are five (5) recognized fire departments within San Juan County:
 - a. Friday Harbor Fire Department
 - b. Fire District 2- Orcas Island
 - c. Fire District 3- San Juan/Pearl/Brown Islands
 - d. Fire District 4- Lopez Island
 - e. Fire District 5- Shaw Island
2. **A listing of resources and personnel for each department is attached as appendix 1.**
3. All emergency services are dispatched by the Sheriff's dispatch.
4. The four fire districts are participants to the county mutual aid agreement. Friday Harbor is not a signatory to the agreement. Friday Harbor and Fire District #3 have a mutual and automatic aid agreement. The existing mutual aid agreements are attached as appendix 2.

Urban Fires

5. The greatest risk of urban conflagrations occurs within the urban centers, especially Friday Harbor.
6. Response to structure fires and urban fires is available only within the jurisdictions of the fire districts and the Town of Friday Harbor.
7. In most cases, response to fires will be limited to resources available on the island during the first few hours.

Wildland Fires

8. Wildland fires are prevalent in San Juan County. During an average year there are 20 to 40 fires within the county. Most are contained at one acre or less. On average, there are three to five fires that exceed one acre each year.
9. Historically, there have been fires that exceeded one thousand acres recorded.
10. Jurisdiction over wildland fires within Friday Harbor is solely the responsibility of FHFD.
11. Jurisdiction over wildland fires within the fire districts is shared between the fire districts and the Washington Department of Natural Resources (DNR).
12. Initial response jurisdiction over wildland fires in areas not covered by a fire district is generally the responsibility of the DNR, either directly or by mutual aid with the responsible agency. Fire District #3 provides initial response to the unprotected areas through a contract with the DNR.
13. Jurisdiction over fires within the National Parks is the responsibility of the National Park Service.
14. The fire districts all have mutual aid agreements with the DNR. The DNR has mutual aid agreements with Washington State Parks, the US Forest Service, NPS, and other state and federal agencies that could provide assistance during major fires within San Juan County.

Wildland Urban Interface Fires

15. The wildland-urban interface is defined as an area where structures and improvements are co-located with wildland fuels that can sustain and spread a fire.
16. All areas within San Juan County can be considered wildland urban interface except the downtown core of Friday Harbor and uninhabited islands.
17. Since 1991, three structures within the county have been destroyed by interface fires, and several have been damaged.
18. The threat of interface fires is increasing due to the increase in construction within interface areas, and the increasing number of fires started by humans.

Other Fires

1. Vehicle Fires: Worst-case scenarios would probably include fires involving LPG tanker or fuel trucks. These could occur on any of the three major islands.
2. Boat and ship fires: There are a tremendous number of possibilities, including pleasure boat fires and commercial fishing boat fires up to ship fires. San Juan County is surrounded by freight shipping lanes, including oil tankers. Large loss-of-life potential exists for uncontrolled fires on board the Washington State Ferries, or any of the smaller, privately owned ferries and sightseeing vessels.
3. The fire districts do not have a duty to respond to vessel fires on the salt water. FHFD is obligated to respond to boat and ship fires within the Port of Friday Harbor and facilities within the Town limits. The fire departments may respond to other vessel fires at their discretion.

ASSUMPTIONS

19. Each department will respond to fires that occur within its jurisdiction.
20. Each fire agency is expected to maintain adequate capabilities for day-to-day operations.
21. No department has the resources to effectively handle all potential emergencies.
22. This plan does not preclude any other arrangements for mutual assistance. The county plan is intended to provide mutual aid coordination on those emergencies that exceed day-to-day capabilities.
23. No agency is obligated to provide resources when those resources are needed within their own jurisdiction.
24. The San Juan County Fire Chief's association has adopted the National Interagency Incident Management System (NIIMS) Incident Command System (ICS) in an effort to standardize operational procedures and to put common terminology into effect when departments work together. All fire agencies have agreed to adopt and use NIIMS ICS.
25. All resources that are provided to other jurisdictions should be staffed according to the NWCG guidelines.
26. The fire service representative on the Local Emergency Planning Committee (LEPC) will have primary responsibility for development and maintenance of this annex.
27. Each fire agency within the county is required to submit an annual inventory of apparatus and staffing levels, and to indicate the maximum level of commitment of those resources to mutual aid and mobilization.

CONCEPT OF OPERATIONS**Mutual Aid**

1. Each department will respond to fires that occur within its jurisdiction.
2. When an emergency exceeds, or is projected to exceed a local jurisdiction's capabilities, the Incident Commander should request mutual aid through the Sheriff's Dispatch.

3. Run cards are available to dispatchers detailing the planned mutual aid response. Those run cards are included in appendix 3. Requesting agencies can also request specific resources, such as personnel or handcrews.
4. All responding crews should initiate accountability tracking when departing the home agency. Each crew should come equipped with passport accountability tracking hardware and radio.
5. The Incident Commander may request specific resources in lieu of a full mutual aid alarm.
6. All handcrews responding to wildland fires should bring handtools.
7. All personnel crews responding to structure fires should bring one SCBA and one extra cylinder for each crew member.
8. All handcrews responding to outer island fires should bring a 12-hour supply of food and water for each crewmember.

Regional and State Response

1. When an emergency exceeds or is likely to exceed the resources available in the county, the Incident Commander may request regional mobilization.
2. When requesting resources at the regional or state level, the incident commander should order the resources as strike teams and/or task forces. The NW Region Fire Defense Plan lists the resources available within the region.
3. When the emergency exceeds the capabilities of the region, the incident commander may request that the NW Region Fire Resources Coordinator make a request for statewide mobilization.

Requesting Mobilization

1. To **request** a regional mobilization of fire resources, contact SNO-PAC at 206-252-7548. Requests will normally be routed through the Regional Mobilization Coordinator.
2. To request a state-wide mobilization, contact SNO-PAC at 206-252-7548. State mobilization requests require completion of the appropriate forms included in appendix
3. The following recommendations are made by the state mobilization plan for requesting agencies:
 - a) Information on incident communications frequencies should be disseminated as soon as possible by the Communications Unit and the Incident Commander. Information of this type, provided (preferably by fax) to Region Fire Resource Coordinator(s) at the time of mobilization requests, will clarify the communications assignments. It may also allow radios to be preprogrammed to the correct frequencies during the mobilization assembly period.
 - b) Provide necessary and appropriate support for incoming mobilized resources:
 - i) **Operations support:**
 - a) Mobilization assembly points with check-in
 - b) Staging
 - c) Resource tracking
 - d) Communications coordination
 - e) Guides, maps, etc., as required
 - ii) **Logistics support:**
 - a) Food, shelter, fuel, and other support services
 - b) A Ground Support Unit shall be established for the support of mobilized resources.
 - c) The local jurisdiction will maintain a tracking system for local and mutual aid resources. This information will be provided to the Washington State Patrol/Fire Protection Bureau personnel as

soon as possible after the authorization of mobilization so that request numbers can be assigned.

Answering a Request for Mobilization

1. The duty officer of District #3 is the county coordinator for mobilizations. All requests for mobilizations should be routed through the District #3 duty officer.
2. All resources mobilized must meet the state mobilization plan requirements for equipment, training, PPE and preparedness.
3. Personnel and equipment must be available for a minimum of 72 hours, or longer if requested.
4. Responding resources should have the following documentation prepared:
 - a) Equipment inventory
 - b) Manifest
 - c) Personnel Time Report
 - d) Crew Time Report (travel)
 - e) Emergency Equipment Use Invoice
 - f) Equipment shift Ticket (travel)
5. When a mobilization request is received, the receiving party should determine whether the request is a State Mobilization, or an ordinary resource request. These two types of requests have different forms.

Wildland Fire Agency Response

1. The fire districts respond to district-protected and jointly-protected lands within the fire districts, according to the contracts in force.
2. When an incident exceeds the resources of the responsible department on jointly protected lands and DNR lands, the district should contact the DNR to request assistance.
 - a. **Daytime:** Contact DNR NW in Sedro-Woolley at 360-856-3500 (ask for the Radio Room) at the request of Incident Command.
 - b. **After Hours:** Contact DNR Forest Fire Reporting at 800-562-6010.
3. All resource requests should be explicit as to number, type and kind of resource requested.

Structural Triage

1. Determination of whether units should be deployed to protect a structure or group of structures should be based on firefighter safety.
2. When structural triage is required during the initial stages of a wildland-urban interface fire, a rapid evaluation should be performed. Structures or groups of structures should be categorized as follows:
 - a. **Green** – Firefighters can safely operate at the structure, even if the fire burns to their location and firefighters there is an adequate escape route.
 - b. **Yellow** – Firefighters may not be able to remain at the structure when the fire arrives, but there is an adequate escape route.
 - c. **Red** – Escape may not be possible from the location.
3. As a location is triaged, flagging of an appropriate color should be secured at the start of the driveway or road. Each apparatus should be equipped with red, yellow and green flagging.
- 4.

Staging/Assembly

1. The primary staging point for ground resources from outside of the County responding to assist agencies within San Juan County is the Anacortes Ferry Terminal.
2. Other pre-designated staging locations may be utilized as listed in Appendix 4: Facilities.

3. When responding county resources from multiple fire departments to out-of-county incidents, resources should assemble at the Anacortes Ferry terminal.

Facilities

Base

1. Whenever a base is established, a facilities manager should be appointed.
2. A listing of pre-designated base facilities is included in appendix 4.

EOC

1. If an incident does not require activation of an EOC, those facilities may be used as Extended Command Posts (ICP).
2. A listing of pre-designated ICP facilities is included in appendix 4.

Helibase

1. The airports on San Juan, Lopez and Orcas may be used for helibases. The airport manager should be contacted to assist in establishing the helibases. The contact information is included in Appendix 5: Air Operations

Communications

1. All San Juan County Fire Departments should have the capability of operating on the radio channels listed below:

Number	Common Name	Transmit	Receive	PL Code
1.	County Fire	155.100	155.100	203.5
2.	San Juan Aid	155.280	155.280	203.5
3.	Tac 3	154.160	154.160	192.8
4.	Tac 4	154.385	154.385	192.8
5.	OSCAR (Command)	156.135	156.135	
6.	DNR Common	151.415	151.415	
7.	Orcas Fire (repeater)	153.830	154.205	192.8
8.	Red-Net	153.830	153.830	

2. San Juan Dispatch is equipped with the ability to communicate on the following channels:

Number	Common Name	Transmit	Receive	PL Code
1.	County Fire	155.100	155.100	203.5
2.	San Juan Aid	155.280	155.280	203.5
3.	Orcas Fire (repeater)	153.830	154.205	192.8
4.	San Juan County Sheriff	463.250	463.250	

3. Initial dispatch to incidents will be on the responsible department's dispatch frequency. This will remain the dispatch channel for the responsible fire department throughout the incident.
4. During the initial stages of a major incident, the communications plan in appendix 6 should be used.
5. Rednet (State Mutual Aid) should be used for contacting outside fire department resources.
6. DNR Common should be used for contacting DNR Ground units.
7. DNR Air-to-ground or USFS Air-to-ground should be used for contacting air resources.
8. Due to the assignment of 153.830 to both Orcas Repeater and the Statewide Mutual Aid channel (RedNet), difficulty using the Orcas Repeater and Talk-Around channels can be expected on major incidents.

RESPONSIBILITIES

In addition to the general responsibilities listed in the County Emergency Operations Plan, each County department, fire department or other agency as named has the following specific responsibilities during fires:

1. **American Red Cross**
 - a) Assist in providing food to responders during the first operational periods.
 - b) Assist in establishing food unit during initial response.
 - c) Provides personnel to damage assessment teams.
2. **Assessor**
 - a) Provides personnel for damage assessment teams.
3. **Auditor**
 - a) Serve as Finance Section Chief, if not provided by outside agency or Incident Management Team.
 - b) Provides personnel for time unit, procurement unit, and compensation unit.
4. **Clinics / Medical Centers**
 - a) Provide medical supplies and personnel for medical unit.
5. **Aid Units**
 - a) Provide on-scene treatment and ground transportation for fire victims.
 - b) Provide medical unit for incident response.
 - c) Coordinates medical evacuation of patients.
6. **Fire Departments**
 - a) Provides suppression and extinguishment of all types of fires.
 - b) Search and rescue of fire victims.
 - c) Protects structures.
 - d) Has incident command authority for all structure fires within jurisdiction.
 - e) Has incident command authority for all wildfires on lands not protected by DNR within jurisdiction
 - f) Has initial incident command authority for all fires on all lands protected by DNR until command transferred to DNR or to an incoming Incident Management Team.
7. **Department of Natural Resources (DNR)**
 - a) Provides suppression and extinguishment of wildfires on DNR protected lands.
 - b) Provides fire resources for fires on lands not protected by DNR.
 - c) Has incident command authority for all wildfires on lands protected by DNR.
8. **National Park System (NPS)**
 - a) Provides suppression and extinguishment of wildfires on NPS lands.
 - b) Has incident command authority for all wildfires on NPS lands.
9. **Fire Marshal**
 - a) Investigate fires.
10. **Building**
 - a) Coordinates damage assessment.
 - b) Provides personnel for damage assessment teams.
11. **Public works**
 - a) Provides light and heavy equipment and operators.
 - b) Provides signs and barricades for traffic detour and closures.
 - c) Assists in closing routes and maintaining roadblocks as needed.
12. **Sheriff**
 - a) Provide law enforcement on scene.
 - b) Provide emergency traffic control.
 - c) Provides watercraft for reconnaissance and response.
 - d) Evacuate affected areas.
13. **Water Departments/water systems**
 - a) Ensure water systems are operational.

Appendix 1: Resources

Department	Type 1 Engines	Type 2 Engines	Type 3 Engines	Type 6 Engines		
FHFD	2 (1 Quint)					
District 2	8					
District 3	6	2	1	3		
District 4	4			2		
District 5	1			2		
	Tenders	Rescues	Ladders	Command	Utility	
FHFD		1	1(1 Quint)	2	1	
District 2	2	1		1	1	
District 3	1	1		2	1	
District 4	1	1		1	1	
District 5	1					
	Structural Firefighters	Wildland Firefighters	EMTs	Paramedics	Total Personnel	
FHFD	24	0	0	0	24	
District 2	48	24	33	3	83	
District 3	51	53	0	0	58	
District 4	22	12	20		46	
District 5	12	3		0	12	
SJ Aid	0	0		2		

Appendix 2: Mutual Aid Agreements

Mobilization Request Checklist

Appendix 3: Mutual Aid Response

Fires on Orcas	
Structural	San Juan: E361, E381
	FHFD: E6
	Lopez: E43
Wildland	San Juan: E311, B352
	Lopez: B42
Interface	San Juan: E331, E361
	Lopez: E43, B42

Fires on Lopez	
Structural	San Juan: E361, E381
	Orcas: E20, E23
Wildland	San Juan: E361, B352
	Orcas: Handcrew
Interface	San Juan: E331, E361
	Orcas: E20, E23

Fires on San Juan	
Structural	Orcas: E20, E23
	Lopez: E43
Wildland	Orcas: Handcrew
	Lopez: B42
Interface	Orcas: E20, E23
	Lopez: E43, B42

Fires in Friday Harbor	
Structural	Orcas: E20, E23

Fires on Shaw	
Structural	Orcas: E20, E23
	Lopez: E43
	San Juan: E361
Wildland	Orcas: Handcrew
	Lopez: B42
	San Juan: B322, B352
Interface	Orcas: E20, E23
	Lopez: E43, B42
	San Juan: E311, E361

Mobilization Request Checklist

Appendix 4: FIRE RESOURCE MOBILIZATION

1. The following resources are available for mobilization:

	Mobilization
Structural	Orcas: Reserve engine
	Lopez: E43
	San Juan: E361, E381
Wildland	Orcas:
	Lopez: B42
	San Juan: B322, B352
Interface	Orcas: Reserve engine
	Lopez: E43, B42
	San Juan: E331, E361

2002 Rotation List:

Structural engine:

1st event: Orcas, San Juan, Lopez

2nd event: San Juan, Lopez, Orcas

3rd event: Lopez, Orcas, San Juan

Wildland engine:

1st event: San Juan, Lopez

2nd event: Lopez, San Juan

3rd event: San Juan, Lopez

Interface engine:

All events: San Juan

Handcrew:

All events: Call personnel from all three departments.

Overhead:

Strike Team Leader: Bill McLaughlin

Engine Boss (trainee): Noel Monin, Frank Chaffee, Brad Creezy

(all with San Juan)

Mobilization Request Checklist

PART I - MOBILIZATION AUTHORIZATION

- 1. INCIDENT COMMAND** Date: _____ Time: _____
- a. Requesting Agency: _____ Tel: (____) _____
- b. Incident Commander _____ Tel: (____) _____
- c. Regional Resource Coordinator contacted? Yes[] No[] _____
(Name/Phone Number)
- 2. INCIDENT LOCATION**
- a. Describe location relative to roads/towns: _____
- b. What fire district is it in? _____
- c. What land is it on? (*circle as many as apply*) **Private Federal State**
Unprotected
- d. Estimated time to control with current resources? (Hours ____) (Days ____)
(Unknown ____)
- 3. INCIDENT DESCRIPTION** – (such as hazmat; marine fire; commercial; highrise fire; interface; wilderness fire; brush fire):

a) More than one incident? Yes[<input type="checkbox"/>] No[<input type="checkbox"/>]	b) Duration: _____Hours
c) How are the weather conditions affecting the incident? Temperature _____ Wind _____ Conditions affecting incident?	d) Approximate size of incident? (<i>Circle one</i>) Acres <50 100 500 1,000 5,000 OTHER: Blocks _____ Sq Miles _____
e) What fuels are present? (<i>Circle as apply</i>) Brush Trees Crops forest Structural Interface Other fuels:	

- 4. LIFE AND PROPERTY AT RISK**
- a. What is at risk? (*Circle as many as apply*)
- Lives Structures Subdivision Homes Crop Orchard Forest**
- b. Homes immediately threatened, if any? (*Circle one*) **<25 25+ 50+ 100+**
- c. Evacuation: **Yes[] No[] Probable[]** (*Circle number of people*) **<25 50+**

100+

5. RESOURCES PRESENT

- a. Estimated resources in use: (Personnel: _____) (Apparatus: _____)
- b. Have or will local mutual aid resources be exhausted? **Yes[] No[]** When? _____

Mobilization Request Checklist

c. Will you still need resources if it takes 4-6 hours to get there? Yes[] No[]

INSTRUCTIONS: Convey to State Emergency Management Duty Officer 1-800-258-5990. FAX (253) 512-7203.

Appendix 4: Facilities

Base Locations

Vicinity	Location	Contact	Size	Facilities
San Juan Island	San Juan County Fairgrounds Argyle Ave Friday Harbor WA 98250			
	Friday Harbor Elementary School Grover St Friday Harbor WA			
	Friday Harbor High School Blair Ave Friday Harbor WA			
Lopez Island	Lopez High School			
Orcas Island	Orcas High School			

Appendix 5: Air Operations

Fixed wing

Helicopters

Not Yet Developed

INCIDENT RADIO COMMUNICATIONS PLAN		1. Incident Name		2. Date/Time Prepared		3. Operational Period Date/Time	
4. Basic Radio Channel Utilization							
Radio Type/Cache	Channel	Function	Frequency/Tone	Assignment		Remarks	
King	1	Fire Dispatch	155.100/203.5				
King	2	Medical	155.280/203.5				
King	3	Tactical	154.160/192.8				
King	4	Tactical	154.385/192.8				
King	5	Red Net	153.830				
King	6	Common	151.415				
King	7	Air-to-ground 1	159.270				
King	8	Air-to-ground 2	170.000				
King	9	Air guard	168.625				
King	10	Tactical	151.310				
King	11	Tactical	151.340				
King	12	Tactical	171.575				
King	13	Tactical	163.100				
King	14	Command	156.135				

5. Prepared by (Communications Unit)

	Location	Amount	Type	Comments
Food	Station 31	150	Breakfast	Meals for firefighters. Not to be used for feeding general public.
		150	Lunch	
		150	Dinner	
		72	MREs	
Water	Station 31	360+	16oz bottles	
		1000	gals bulk	
Fuel	Station 31	1000	gals diesel	
Air	Rescue 314			On-board cascade system
	Station 31			Compressor only. No storage
	PW Guard			Compressor and cascade system
	St			
	FH Trailer			On-board cascade system
HandTools	B312	20		Sufficient for one 20 person handcrew
Dozers		1	Type 3	D3 – Chris Lawson 378-2813
Excavators				
Portable Pumps	T363	1		Mark 3 kit
Fallers				
Radios				
Rescue Tools				
Lighting				
Tents				
Shoring				
Batteries				
Ice				
Lumber				
Boats				
Porta-potties				

