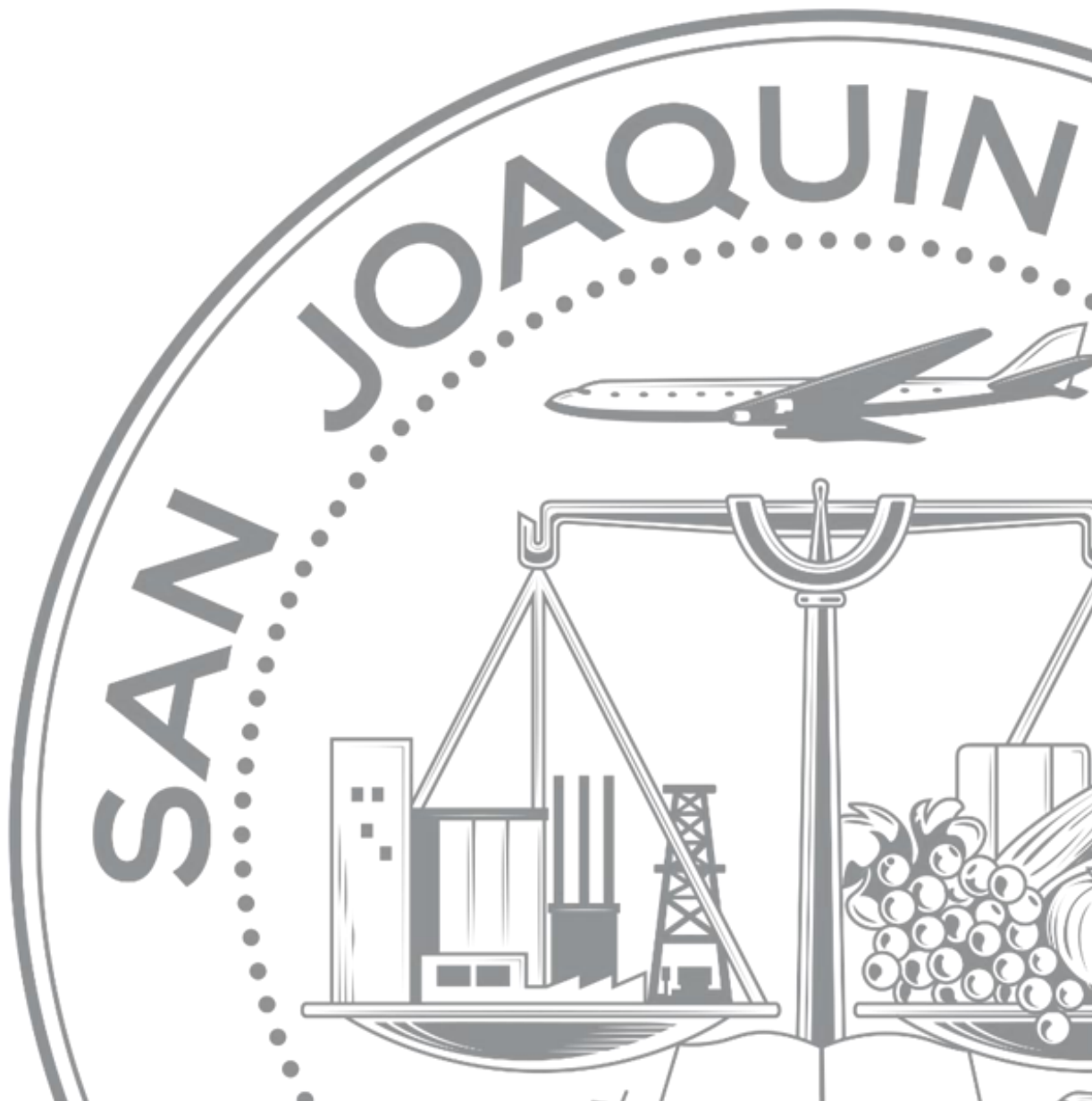




# Emergency Support Function- 04 Fire and Rescue

December 2025



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## Letter of Promulgation

This Emergency Support Function Annex to the County of San Joaquin Emergency Operations Plan describes how San Joaquin County will manage an emergency incident or disaster mitigation, preparedness, response, and restoration related to this Emergency Support Function. All Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function shall perform the emergency tasks as described, including preparing and maintaining Standard Operating Guidelines and Procedures by carrying out the training, exercises, and plan maintenance needed to support the plan.

The Emergency Support Function plan was developed using the Comprehensive Planning Guide 101 version 3 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The modified plan will be relayed digitally to all Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function. In addition, the plan will be available on the San Joaquin County Office of Emergency Services webpage and within the Advanced File Library of WebEOC. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every three years. This Emergency Support Function plan supersedes any previous versions.

This Emergency Support Function Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.5 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the Emergency Support Function Annex.

This plan/annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.

  
\_\_\_\_\_  
Paul Canepa  
Chair, San Joaquin County Disaster Council  
Director of Emergency Services

12-15-2025  
\_\_\_\_\_  
Date

### Plan Administration

San Joaquin County Office of Emergency Services Director of Emergency Operations will coordinate review, revise, and re-promulgate this annex at least once every three years or when key changes occur, such as lessons learned from exercises or real events. Changes may be made by the San Joaquin County Director of Emergency Operations without formal Disaster Council's approval. This document supersedes all previous Emergency Support Function-04 Fire and Rescue annexes for the Operational Area.

### Record of Changes

All updates and revisions to this annex will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Change made by (name/title)	Summary of Changes
7/5/25	1	Jason Harper/OAC	Current: The OAC is elected by the body of the San Joaquin County Fire Chiefs Association annually.  Propose Change: The OAC and 2 alternate OAC's are elected by the body of the San Joaquin County Fire Chiefs Association every three years.

### Plan Distribution

San Joaquin County Office of Emergency Services maintains the San Joaquin County Emergency Operations Plan in the San Joaquin County Emergency Operations Center Library. This document upon signature will become an annex to the San Joaquin County Emergency Operations Plan. The primary method of distribution is electronic, with a copy available in the Advanced File Library of the San Joaquin County web-based information-sharing database (WebEOC) and on the San Joaquin County Office of Emergency Services web page.

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**Primary Agency:** SJC Fire Districts  
SJC Municipal Fire Companies

**Supporting Agencies:** Office of Emergency Services  
Community Development Department- Fire Warden  
California Governor's Office of Emergency Services

## 1 EXECUTIVE SUMMARY

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Emergency Support Functions (ESFs) provide the structure for coordinating response activities for disasters or emergencies that go beyond the capability of the local resources. ESFs are a mechanism used to group functions most often needed to respond to incidents. The objective of Emergency Support Function - 4 is to coordinate support for firefighting operations, including the detection and suppression of wildland, urban and wildland/urban interface fires.

## 2 INTRODUCTION

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This plan is intended to address the management and coordination of fire and life safety services in cooperation with all fire departments within the county. It is not intended to take the place of existing department plans or procedures, rather than to augment and support them. Any fire department can request assistance from other fire departments throughout the county simply by requesting those resources through existing agreements or from the Fire and Rescue Operational Area Coordinator (OAC).

### 2.1 PURPOSE

The purpose of Emergency Support Function-04 (ESF-04) Fire and Rescue is to define the actions and roles necessary to provide a coordinated response within the San Joaquin County community and the emergency management activities of its stakeholders.

### 2.2 SCOPE

The scope of ESF-04 is to represent all facets of local and municipal fire departments, districts, and their interactions with other agencies. The stakeholders are primarily responsible for fire protection and urban search and rescue programs throughout the OA. Activities are conducted in all locations and settings including metropolitan, rural, wildland/urban interface, remote areas, airports, and private enterprise. Many of the county's fire departments also conduct activities such as Emergency Medical Services (EMS), hazardous material control, and other emergency services that require close coordination between County organizations.

### 3 GUIDELINES

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This ESF was created under the guidelines of the San Joaquin County Emergency Operations Plan (EOP), with special interest to:

- Provide for life safety, both of responders and community members.
- Detect and suppress wildland, rural, and urban fires or other hazards that may require the use of fire and rescue resources.
- Identify fire prevention opportunities.
- Identify existing, or needed, mutual aid or Memorandum of Understanding (MOU) agreements
- Identify methods in which situational and damage assessment information will be transmitted through field units to the Emergency Operations Center (EOC).

### 4 PLANNING ASSUMPTIONS

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The following planning assumptions have been used to develop this ESF. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

- No community has sufficient resources to cope with all potential emergencies.
- Fire and rescue managers must preplan emergency operations to ensure efficient utilization of available resources.
- The California Master Mutual Aid Agreement will be utilized to initially request resources.
- Natural or manmade events, such as earthquake or terrorism, may result in multiple and concurrent structural fires, structural collapse, mass casualties, and/or the need for mass decontamination.
- A major disaster or catastrophic event may generate conditions that vary widely in scope, urgency, and degree of devastation. A substantial number of people could be in life threatening situations requiring prompt rescue and medical care.
- Equipment, personnel, and supplies in the immediate vicinity of a major event will be quickly expended.
- Regional or State resources may initially be difficult to obtain, manage, coordinate, and utilize due to potential disruption of communication, transportation, utility, and water systems. Concept of Operations

#### 4.1 GENERAL CONCEPTS

The ESF-04 will be utilized by County Fire Districts, municipal, and supporting departments during any large-scale incident that results in fire, rescues, disaster, or conflagration within San Joaquin County. Procedures pertaining to this function comply with the Standardized Emergency Management System (SEMS), Incident Command System (ICS), and the EOP.

- The plan is activated through the EOC at the request of the Incident Commander or OA Fire and Rescue Mutual Aid Coordinator.

- Local jurisdictions have the responsibility of providing fire and EMS protection daily. In disaster situations, the functions and duties of the responders will mimic normal day-to-day operations with the addition of other duties as assigned.
- The San Joaquin County Fire Chief's Association (SJCFA) follows the guidelines set forth by the California Fire Service and Rescue Emergency Mutual Aid Plan.
- Several districts in the OA have direct agreements with Tuolumne-Calaveras CAL FIRE Unit for an Assistance by Hire Agreement. Actual districts vary by district and year.
- The resources of any department or agency remain under the administrative and policy procedures and control of their home agency but will be under the operational control of the incident commander.
- The status of firefighting resources and capabilities will be monitored by ESF-04. This will be recorded in WebEOC and reported to ESF-07 Logistics Section.
- Missions will be tracked, and resources will be reassigned as they become available for subsequent use. This tracking should also occur through WebEOC.
- Team members will monitor activities and deployments to ensure the core duties of their respective organizations can continue to be performed.

#### 4.2 **ACTIVATION**

- The first fire/EMS department on the scene will establish command, following the National Incident Management System (NIMS)/ICS protocols, and alert other responders regarding the status of the situation. The Incident Commander will then be responsible for advising decision makers about the risks associated with the threat and recommending methods for suppression.
- The Incident Commander is responsible for notifications to OES in the event of the need to activate an EOC.

**The OAC will receive notification of an incident or event that exceeds resource capabilities of one or more local fire agencies.**

- Determine magnitude of event.
- Request the appropriate level of EOC activation via phone call to the OES Duty Officer and provide situational update.

Upon EOC activation, designate department representatives to staff the following EOC Fire and Rescue Branch positions:

- ESF-04 Coordinator
- Urban Search and Rescue Unit Leader (if needed)
- Hazardous Materials Response Unit Leader (if needed)

Report to the EOC upon its activation. From this location, the coordinator will report on the risks and methods for fire suppression, including coordination of fire and rescue activities within affected county disaster areas.

- If unable to respond to the EOC, the Coordinator will check-in remotely through phone calls or WebEOC for coordination, collaboration and records of activities.

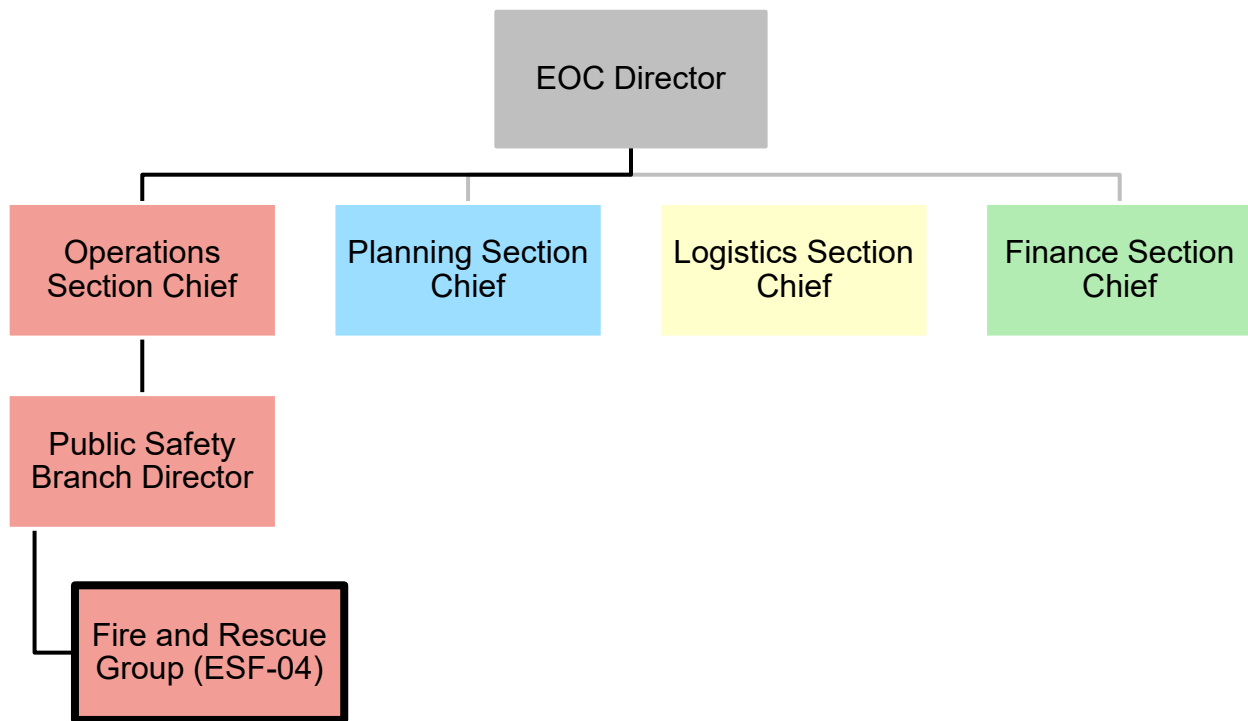
Brief EOC Command and Management Staff and other ESF representatives on the status of fire related activities.



Coordinate with the on-scene Incident Commander (IC) to assess the situation, including a determination:

- Incident type
- Of the area to which the incident might expand
- An estimate of speed and direction of wind at the scene
- Number of casualties
- Resource needs
- Evaluate the overall community situation. Compare reports from the scene by the incident commander with those of other services to obtain a comprehensive assessment of the threat.
  - This evaluation will provide a basis for determining effective courses of action tailored to the situation
- In conjunction with the IC, begin planning for the acquisition of additional equipment and personnel that may be required to effectively respond to the incident.
- Advise the requesting jurisdiction of the origin of resources responding to the request for assistance.
- Review, and if directed by the IC, initiate plans for evacuation of risk areas as required. Designate exit routes for threatened citizens and entrance routes for Emergency Services.
- This is done in coordination with ESF-01 Transportation, ESF-05 Emergency Management, ESF-13 Law Enforcement, and ESF-15 Public Information.
- Obtain an initial assessment of each fire/EMS organization's available personnel, apparatus, equipment and facilities.

The OAC is not responsible for any direct fire or other emergency operations except those which occur with the jurisdiction of its own department or agency. The local official in whose jurisdiction the emergency exists shall remain in full charge of all fire and rescue resources, staffing, and equipment furnished for mutual aid operations.



#### 4.3 DEACTIVATION

ESF-04 will be deactivated when the need for additional fire and rescue resources has been diminished or ceased. Deactivation of ESF-04 may occur incrementally according to the need or lack of need for specific functions. ESF-04 may be deactivated or scaled back at the discretion of the EOC Manager, or Operations Section Chief, as appropriate.

## **5 ROLES AND RESPONSIBILITIES**

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### **5.1 San Joaquin County Operational Area Fire and Rescue Operational Area Coordinator**

The lead coordinator for ESF-04 is the OES Fire and Rescue Operational Area Coordinator (OAC). The OAC is responsible for the management oversight of ESF-04 and is assigned to lead ESF-04 based upon its authorities, resources, and capabilities in the EOP. As the lead coordinator for ESF-04, the OAC provides the leadership, ongoing communication, coordination, and oversight for ESF-04 throughout all phases of emergency management.

The OAC facilitates consistency among ESF-04 stakeholders and can provide general information regarding the breadth of ESF-04 stakeholder capabilities. During an emergency response, the OAC can serve as an information conduit between the core functions and the EOC. The OAC provides information regarding the capabilities and activities of ESF-04 primary and supporting agencies and helps direct questions and issues to the appropriate agency.

The OAC and two alternate OAC's are elected by the body of the San Joaquin County Fire Chiefs Association every three years.

#### **5.1.1 General Responsibilities**

- Identifies subject matter experts within ESF-04.
- Coordinates with Lead Agency/Department counterpart at the EOC – including any delegated authorities to the Coordinator during the operational period.
- Establishes communication with ESF-04 stakeholders.
- Participates (or coordinates with Lead Agency counterpart) in Action Planning, section and branch meetings scheduled during the operational period.
- Actively coordinates with ESF-04 stakeholders at other locations on incident response activities, consistent messaging, and technical assistance.
- Acts as a conduit of information from the ESF-04 stakeholders to the EOC on ESF-04 stakeholder's intelligence and resource capabilities.
- Maintaining Fire resource inventories.
- Maintaining Area Mutual Aid Plan.
- Shares of information and status updates with all stakeholders
- Develops and maintains standard operating procedures (SOPs) for ESF-04 to ensure consistent response protocols across stakeholders.
- Facilitates training and exercises for ESF-04 stakeholders to enhance preparedness and interoperability.

### **5.2 Fire and Rescue Agency Administrator**

The Fire and Rescue Agency Administrator is the Fire Chief, or senior fire and rescue official by other designated title, of each local entity providing public fire protection. The administrator will serve as fire and rescue representative to the fire and rescue coordinator. The Fire Chief (or agency administrator) in whose jurisdiction the incident occurs shall:

- Request through their dispatch center to contact the OAC to request mutual aid

assistance.

- Resource requests should be designated by kind, type, and specific capabilities as appropriate.
- Provide approximate commitment and justification of mutual aid needs in request for resources.
- Periodically evaluates the need for mutual aid committed and notify the OAC.
- Keep a current inventory of all fire department qualified personnel, apparatus, and equipment that is available or assigned to an incident.
- Maintain appropriate records of training, contact, and other pertinent information in the event of a request for assistance.
- Maintain responsibility for all logistical support of mutual aid personnel and equipment consistent with the State Master Mutual Aid Plan and any other local agreements.
- Direct all action toward stabilizing and mitigating the emergency to including saving lives, controlling fires, safeguarding property, and assisting other emergency services in restoring normal conditions.
- Conduct after-action reviews to identify lessons learned and improve future response operations.
- Coordinate with local emergency management agencies to integrate fire and rescue plans with broader OA emergency plans.

### **5.3 San Joaquin County OES**

Once activated, the activity and staffing level of the EOC is scalable, depending on the need of the incident or event. In events when no warning is available, or when determined the plan needs immediate activation, EOC will call pre-identified resources for full activation.

- OES maintains a list of pre-registered volunteers affiliated with volunteer organizations that are registered as Disaster Service Workers (DSWs).
- Ensure, or make, necessary alerts and warnings made to public in affected areas via IPAWS or other alerting systems.
- Any additional and continuing information going to the public needs to be coordinated with the Joint Information Center (JIC) located at the EOC.
- If necessary, make a request to the Board of Supervisors to issue a formal emergency declaration, thereby beginning the process of obtaining additional resource assistance and funding.
- Notify Cal OES Regional Emergency Operations Center for additional needs and status.
- Maintain duplicate records of all information necessary for restoration of normal operations.
- Involves offsite storage of vital computerized and paper-based data that can be readily accessible.
- Coordinate with community-based organizations to support disaster relief and recovery efforts.

- Maintain and update the OA Emergency Operations Plan (EOP) to reflect current risks and resource capabilities.

## **5.4 Fire and Rescue Dispatch Centers**

Fire and rescue dispatch centers may be the initial hub of information on a major incident or emergency and therefore must be adequately equipped for emergency operations. They must be in a facility which conducts 24-hour a day operation and must be equipped to permit direct communications with all fire and rescue service agencies within their area of operations. They must be staffed with competent personnel and equipped with maps, charts, records and operational data as are necessary to perform emergency operations. Alternate fire and rescue dispatch centers should have the same capability as primary centers, thus ensuring continued operations in the event of failure of the primary centers.

- Maintain real-time situational awareness by collecting and disseminating incident data to support coordinated response efforts.
- Conduct regular testing and maintenance of communication systems to ensure reliability during emergencies.

## **5.5 Operational Area Fire Agencies**

All SJC Fire Agencies (including City agencies) prior to, and during, an emergency should:

- Keep a current inventory of all fire department qualified personnel, apparatus and equipment that is available to the OAC.
- Provide mutual aid resources when requested by the OAC to the extent of their availability without unreasonably depleting local resources.
- Coordinate and conduct necessary training to adequately perform functions and responsibilities during emergencies.
- Provide resources consistent with standards identified in the FIREScope Field Operations Guide (ICS 420-1) and the NIMS
- Develop an effective emergency plan for use of the resources under its control and ensure that such a plan is integrated into the emergency plan of the OA. This plan should include provisions for, but not be limited to, fire and rescue operations, earthquake, floods, civil disturbance, riots, acts of terrorism, industrial accidents, hazardous material incidents, mass casualty incidents, air and water pollution.
- Maintain an up-to-date schedule for alerting fire and rescue personnel in emergencies and a checklist of timely actions to be taken to put emergency operations plans into effect.
- Establish and maintain emergency communication capabilities with the OA Fire and Rescue Coordinator.
- Participate in regional and state-level exercises to enhance coordination and response capabilities.
- Develop and maintain public education programs to promote community preparedness for fire and rescue-related emergencies.

## **5.6 Regional Fire and Rescue Coordinator (CAL OES)**

The San Joaquin OA is located within the California Fire and Rescue Mutual Aid System Region IV. Regional Fire and Rescue Coordinators are responsible for maintaining regional fire and

rescue resource inventories, regional mutual aid plans, and for the coordination of intra-regional mutual aid. They are also responsible for the annual submission of fire and rescue resource inventories to the State Fire and Rescue Coordinator.

- Facilitate inter-agency collaboration to ensure seamless integration of regional mutual aid resources during large-scale incidents.
- Conduct regular reviews of regional mutual aid plans to incorporate lessons learned from past incidents and exercises.

## **5.7 Law Enforcement Agencies**

The Sheriff's Department, municipal police departments, and California Highway Patrol (CHP) will provide direction or coordination for law enforcement resources and activities during an incident for traffic control, evacuations, security, rescue, and maintaining law and order. The California Master Mutual Aid program will be employed to provide effective and efficient use of resources.

- Coordinate with ESF-04 to support search and rescue operations in affected areas.
- Develop and maintain protocols for inter-agency communication during joint operations with fire and rescue services.

## **5.8 Public Works**

Public Works agencies will perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood fighting, reconstruction projects and recovery survey programs of damaged or threatened areas. Public Works will also work with local utilities to coordinate utility work during times of emergency as well as recovery projects. Public Works, utility and other agencies may form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster.

- Coordinate with ESF-04 to provide engineering and logistical support for fire and rescue operations, such as access route clearance.
- Maintain a database of critical infrastructure assets to prioritize protection and restoration efforts during emergencies.

## **6 COMMUNICATION**

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Communications at emergency incidents are managed using a common communications plan and an incident-based communication center established solely for the use of command, tactical, and support resources assigned to the incident. This includes incident-established radio networks, onsite telephone, public address, and off-site incident telephone/microwave/radio systems.

### **6.1 INCIDENT COMMUNICATIONS UNIT**

Incident communications have a major responsibility for effective communications planning, due to the potential multi-agency involvement and use of ICS. This is especially important in determining required radio networks, establishing interagency frequency assignments and ensuring that maximum use is made of all assigned communications capability. Refer to the Tactical Interoperable Communications Plan (TICP) for additional information.

## **7 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

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The OAC maintains resource status reports from agencies indicating resource availability and commitments. The completed report shall be available for agencies through the San Joaquin WebEOC. When significant resources are being committed, or perceived as likely to be committed, the OAC will communicate via the WebEOC incident board, situation report, or resource tracking.

Conference calls will also be conducted on an as-needed basis. The Fire and Rescue Coordinator will try to provide at least two hours' advance notice to agencies of a pending conference call whenever possible. Conference calls are intended to allow each of the agencies to communicate directly with the Fire and Rescue Coordinator when significant resource activity is expected or occurring.

### **7.1 INFORMATION FLOW**

ESF-04 operations encompass several coordination levels during an emergency or disaster event.

- Field units conduct necessary activities to contain or control the incident and perform operations according to the incident commander. The field units will communicate situational information to the IC.
- The IC coordinates field operations and resource utilization. The IC also maintains communication with the OAC, EOC Fire and Rescue Branch, or EOC Operations section chief (if activated).
- OAC, or Fire and Rescue Branch, gathers field information on a continuing basis, submitting situational reports to the EOC Planning Section. The Fire and Rescue Branch may coordinate with regional or state entities.
- Operations Section Chief gathers information from the coordinator or branch and coordinates with EOC planning and logistics on resource needs and requests and updating the operational period EAP.
- The EOC manager maintains communication with the EOC Section Chiefs, coordinates with the policy group, State Operations Center, and directs support functions of the incident.

## **8 ADMINISTRATION, FINANCE, LOGISTICS**

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NIMS provides a consistent nationwide template to enable Federal, State, Local, and Tribal Governments and private sector and non-governmental organizations to work together effectively. NIMS also enables these entities to efficiently prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism. Mutual aid, including personnel, supplies, and equipment, is provided in accordance with the California Fire Master Mutual Aid System, and other Agreements.

All County employees are designated by state law as Disaster Service Workers (DSWs) during a disaster and serve in the response effort.

- "All public employees and all registered volunteers of a jurisdiction having an accredited disaster council are Disaster Service Workers", per the Government Code, Title I, Division 4, Chapter 8, and Labor Code, Part I, Division 4, Chapters 1 and 10.
- The term public employee' includes all people employed by the State, or any County, City or public district.
- Other personnel, including volunteers, can be quickly registered by OES as Disaster Service Workers, which provides Workers Compensation and liability coverage.

## **9 PLAN DEVELOPMENT AND MAINTENANCE**

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The development and maintenance of this ESF plan will be consistent with the guidelines established in the EOP.

## **10 AUTHORITIES AND REFERENCES**

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The authorities and references documented in the basic plan of the San Joaquin County EOP are considered applicable to this ESF; in addition, the following are also applicable to this function:

- MOU/MOA
- California Master Mutual Aid Agreement