

4

ESF 4 – Firefighting

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents

1	Purpose and Scope	ESF 4-1
2	Policies and Authorities	ESF 4-1
3	Situation and Assumptions	ESF 4-1
3.1	Situation.....	ESF 4-1
3.2	Assumptions	ESF 4-2
4	Roles and Responsibilities	ESF 4-3
4.1	General.....	ESF 4-3
4.2	Primary Agencies.....	ESF 4-3
4.2.1	Fire District/Department	ESF 4-3
4.2.2	Fire Defense Board Chief or Designee	ESF 4-3
4.3	Support Agencies	ESF 4-4
4.3.1	Emergency Management (CEM)	ESF 4-4
4.3.2	Health, Housing and Human Services	ESF 4-4
4.3.3	Law Enforcement (Sheriff's Office and City Law Enforcement Agencies).....	ESF 4-4
4.3.4	Public Information	ESF 4-5
4.3.5	Transportation and Development/Public Works	ESF 4-5
4.4	Other Resources.....	ESF 4-5
5	Concept of Operations	ESF 4-5
6	Direction and Control	ESF 4-7
6.1	Cities.....	ESF 4-7
6.2	County	ESF 4-7
6.3	Regional	ESF 4-8
6.4	State and Federal Assistance.....	ESF 4-8
7	Emergency Support Function Development and Maintenance.....	ESF 4-9
8	Supporting Plans and Procedures	ESF 4-9
9	Appendices	ESF 4-10

THIS PAGE LEFT BLANK INTENTIONALLY

ESF 4 Tasked Agencies	
Primary Agencies	Fire Districts/Department Fire Defense Board
Supporting Agencies	Emergency Management Health, Housing and Human Services Sheriff's Office/Local Law Enforcement Public and Government Affairs/Public Information Transportation and Development/Public Works C-COM/Dispatch Agencies

1 Purpose and Scope

The purpose of Emergency Support Function (ESF) 4 is to outline tasks and responsibilities for managing a fire emergency in Clackamas County. Fire emergencies include structural and wildland fires, hazardous materials incidents, explosions, structural collapse, and specialty rescue.

2 Policies and Authorities

This section describes which agencies have a legal authority to act during a disaster and how that authority will play out in this specific disaster.

- The U.S. Forest Service and the Bureau of Land Management have the authority to manage fire suppression and control on Federal land.
- The Oregon Department of Forestry has the authority to manage and suppress fire on state land.
- Law enforcement has the authority to order evacuations and enforce perimeters.
- The County Board of Commissioners (BCC) has the authority to declare an emergency within the County and the responsibility to request a State or Federal declaration, if appropriate.
- The Oregon Department of Transportation has the authority to close State highways impeded by smoke as a matter of public safety.
- Fire districts have the authority to order evacuations and request additional resources.

3 Situation and Assumptions

3.1 Situation

- Fire districts and departments routinely provide fire services to the incorporated and unincorporated areas of Clackamas County.

ESF 4. Firefighting

- The Fire Defense Board (FDB) provides a forum for the chiefs of the 14 fire agencies serving the County to coordinate fire services and policies. During major fire emergencies, the FDB provides a liaison officer to Clackamas County Communications (C-COM).
- Clackamas County Emergency Management (CCEM) supports On-Scene Command during fire emergencies, and activates the Emergency Operations Center (EOC) if needed. When the EOC is activated, the FDB Chief, or designee, serves on Unified Command and assigns fire personnel to EOC Operations, Planning, and Logistics Sections and to the Joint Information Center (JIC).
- A terrorism incident may involve one or more chemical, biological, radiological, nuclear, and explosive (CBRNE) hazards, including improvised explosive devices and the combination of these devices or other explosives with radiological materials to create a “dirty bomb.” The potential for mass casualties, mass fatalities, and significant property damage during CBRNE incidents is very high.
- Fire agencies have a major role in responding to terrorist/CBRNE incidents, which may also require assistance from a regional hazardous materials team and/or Explosive Disposal Unit.

3.2 Assumptions

- Many urban, rural, and wildland fires may result from, or occur coincidentally with, an earthquake or as the result of another significant event. Large, damaging fires may be common.
- At the time of a major disaster or emergency, there may be wildland fires burning elsewhere in the United States. These fires will draw upon the same resources (air, crews, teams, engines, or other tactical and support resources) that would be needed to support firefighting and other emergency operations. It must be assumed that some firefighting resources will become scarce, resulting in the disaster-related firefighting operations competing for resources through established resource ordering channels.
- Telephone communications may be interrupted.
- Wheeled-vehicle access may be hampered by bridge failures, landslides, etc., making conventional travel to the fire location extremely difficult or impossible. Aerial attack by airtankers, helicopters, and smoke jumpers may be essential in these situations. Helicopter availability may be scarce, and damage to airports or runways will cause congestion at usable airports.

ESF 4. Firefighting

- Fire agencies may receive urgent requests from non-fire-related agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildland fires will be scarce or unavailable.
- Wildland firefighting techniques may have to be applied to rural and urban fire situations, particularly where water systems are inoperative. Aerial delivery of fire retardants or water for structural protection may be essential. In the case of multiple fires, firebreaks may be cleared, and burning-out and backfiring techniques may be used.
- Efficient and effective mutual aid among the various Federal, State, and local fire suppression agencies requires the use of the Incident Command System (ICS), together with compatible firefighting equipment and communications.

4 Roles and Responsibilities

4.1 General

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.2 Primary Agencies

4.2.1 Fire District/Department

- Provide On-Scene Incident Command.
- Coordinate ambulance services as appropriate.
- Coordinate incident roles and responsibilities with local governments.
- Coordinate response operations with the FDB Chief (or designee), CCEM/EOC, staff, and incorporated cities.
- Coordinate County support with Wildland Fire Incident Commander.
- Integrate On-Scene and EOC Public Information Officer (PIO) activities.
- Conduct CBRNE detection, monitoring, response, and decontamination operations in collaboration with law enforcement.

4.2.2 Fire Defense Board Chief or Designee

- Serve as a member of EOC Command and provide personnel to EOC staff.

ESF 4. Firefighting

- Coordinate resource requests from On-Scene Command.
- Ensure fire service protection for the County at large.
- Coordinate State Conflagration Act and Fire Mobilization Plan actions.

4.3 Support Agencies**4.3.1 Emergency Management (CCEM)**

- Activate the EOC as needed.
- Assist On-Scene and EOC Command.
- Advise the County Administrator and BCC.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Coordinate with the American Red Cross to provide for the needs of victims and emergency workers.

4.3.2 Health, Housing and Human Services

- Coordinate contract ambulance services.
- Coordinate with the American Red Cross to provide for the needs of victims and emergency workers.
- Assist people with access and functional needs.
- Coordinate with local, regional, and State agencies to assess environmental impact and any threat to public health (e.g., air and water quality).

4.3.3 Law Enforcement (Sheriff's Office and City Law Enforcement Agencies)

- Assist On-Scene Command.
- Coordinate warning and evacuation.
- Provide traffic and crowd control.
- Integrate the Law Enforcement PIO into On-Scene PIO activities.
- Coordinate Explosive Disposal Unit support.

ESF 4. Firefighting

- Take the lead in terrorism/CBRNE events in detection and crime scene management.

4.3.4 Public Information

- Provide PIO staff and operate the JIC.
- Coordinate emergency public information with fire districts, cities, and other stakeholder agencies.
- Obtain on-Scene/EOC command approval for all communications releases.
- Provide public information regarding incident status, protective actions, traffic routes and detours, and transportation options for those needing assistance.

4.3.5 Transportation and Development/Public Works

- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- Provide heavy equipment as requested.

4.4 Other Resources

- The Oregon State Forestry Department, Clackamas-Marion District, has primary firefighting responsibility for the portion of Clackamas County that lies within the official Forest Protection District Boundary.
- The U.S. Forest Service and the Bureau of Land Management have primary firefighting responsibility for the areas of the County designated as Federal Forest Lands.
- The American Red Cross provides shelter and mass care for citizens who are victims of disaster, and feeding and support services for emergency responders.

5 Concept of Operations

- Fourteen separate fire districts/departments provide fire and emergency medical services in Clackamas County and are routinely dispatched to handle emergencies by the three Public Safety Answering Points serving the County (C-COM, Lake Oswego Communications [LOCOM] and Washington County Consolidated Communications Agency [WCCCA]).

ESF 4. Firefighting

- Fire agencies within the County share resources using automatic mutual aid and also exchange resources with other fire agencies in the region.
- Each fire district/department is responsible for a designated Fire Service Area. The first fire responder unit to arrive at the incident location assumes On-Scene Command responsibility.
- Structural fires become emergencies when their numbers, size, or rates of spread make them difficult or impossible to control without additional resources.
- A large portion of Clackamas County is susceptible to wildland fires, which can quickly expand to threaten people and structures in wildland/urban interface areas.
- Local fire agencies responding to hazardous material incidents focus on victim rescue, emergency medical services, evacuation, incident stabilization, and hazard containment.
- Specially trained and equipped Regional Hazardous Materials (HazMat) Teams sponsored by the State Fire Marshal's Office and operated by local fire agencies provide advanced expertise and capabilities. HazMat 3, operated by Gresham Fire & Emergency Services, serves Clackamas County, with back-up available from teams operated by Tualatin Valley and Portland Fire & Rescue agencies.
- When On-Scene Command requests a third alarm (or greater) response, C-COM notifies the FDB Chief (or designee) and CCEM. The FDB Chief or their designee and/or a Battalion Chief respond to CCOM to coordinate fire resources. CCEM provides support to On-Scene Command and the FDB Chief (or designee), activating the EOC if requested or needed to coordinate emergency operations with cities, special districts, regional partners, and state agencies.
- When the EOC is activated, the FDB Chief (or designee) normally serves in EOC Command and coordinates fire resources to ensure adequate fire protection throughout the County.
- The FDB and Clackamas County Health, Housing, and Human Services coordinate emergency medical services (EMS). The FDB directs the initial EMS response to most incidents and works with Clackamas County Health, Housing and Human Services to coordinate ambulance services provided by Molalla Fire, Canby Fire, and American Medical Response.

ESF 4. Firefighting

- All local fire agencies provide initial EMS response. Three agencies—Clackamas County Fire District #1, Lake Oswego Fire Department, and Tualatin Fire and Rescue—provide EMS advanced life support first response.
- The FDB Chief, or designee, may request fire resource support from the State Fire Marshal under the Fire Service Mobilization Plan or the State Conflagration Plan. The FDB Chief coordinates this request with CCEM/EOC Command. Fire agency response under the Mobilization Plan is voluntary and normally without reimbursement. Under the Conflagration Plan, the Governor has authority to direct fire agency resources within the State, and costs are reimbursed.
- The FDB Chief or EOC Command may request a State incident management team to assist in managing the fire emergency. They coordinate this request with CCEM and the State Fire Marshal.
- The BCC may request resource assistance whenever available resources (including mutual aid) will be insufficient to meet incident needs. EOC Command coordinates the recommendation for a Declaration of Emergency and request for State assistance with the FDB Chief.

6 Direction and Control

6.1 Cities

Cities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Gladstone and Lake Oswego operate their own fire departments. The remaining cities in the County receive services from fire districts and coordinate incident management roles and responsibilities (e.g., scope of authority of On-Scene Command) with their respective fire district.

Cities are encouraged to coordinate fire emergency planning and response activities with county Emergency Management. During fire emergencies, cities may request assistance through a mutual aid agreement or by including the request in an Emergency Declaration to the County.

6.2 County

The Clackamas FDB Chief coordinates fire services throughout the county during a fire emergency. When the EOC is activated, the FDB Chief serves in EOC Command and assigns fire service personnel to EOC positions to help coordinate incident planning and response activities.

The FDB Chief coordinates requests to the State Fire Marshal for assistance under the state Conflagration Act or Fire Mobilization Plan with CCEM/EOC Command.

ESF 4. Firefighting

CCEM coordinates with On-Scene Command and the FDB Chief to provide support and activates the EOC if needed. During major fire emergencies, CCEM also keeps the BCC and other County officials informed of the situation.

The BCC may issue an Emergency Declaration when emergency measures authorized under a Declaration are necessary to manage the incident, or when State or Federal assistance is needed. Upon BCC approval, EOC staff submits the approved declaration to Oregon Emergency Management (OEM). OEM forwards the declaration to the governor, coordinates State resources and response, and seeks a State declaration if necessary.

6.3 Regional

Fire agencies in Clackamas County participate in inter-County mutual aid agreements with fire agencies in Marion, Multnomah, and Washington Counties.

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies. Emergency assistance may include equipment, supplies, and personnel, or the direct provision of services. A copy of the agreement and current participants is available in the EOC library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree to a reimbursement request in writing before resources are dispatched.

Regional response teams are available to assist local responders when incidents involve explosive devices or hazardous materials:

- Metro Explosive Disposal Unit (MEDU) is a multi-disciplinary team trained and equipped to provide detection and render safe operations when explosives are suspected or confirmed. The Sheriff's Office participates in the regional MEDU.
- Regional HazMat Response Teams are specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations. These teams are available for telephone consultation as well as incident response.

6.4 State and Federal Assistance

The State Fire Marshal manages Oregon fire services during major emergency operations through the Conflagration Act (ORS 476.510) which mobilizes firefighters and equipment from around the state. The Fire Marshal can also activate incident management teams, Regional HazMat teams, and Urban Search and Rescue teams. The State reimburses fire agencies for costs incurred under the Conflagration Act. The Fire Mobilization Plan may be used to mobilize external

ESF 4. Firefighting

fire resources to support structural fire agencies. Participation is voluntary, and the State does not reimburse fire agency costs.

- Command of fire operations will be in accordance with the National Incident Management System (NIMS) Incident Command System (ICS).
- A fire will typically be initially managed by the first responding fire service, using an Incident Command Post (ICP) established at the scene of the fire. The local Fire Chief, or designee, remains as Incident Commander unless he/she transfers command to a higher authority or requests that a Unified Command be established.
- If the fire emergency becomes too large to be effectively managed from an ICP, the County EOC may become activated to provide support for the ICP.
- The County Emergency Communications/911 Dispatch Center may assist in dispatching mutual aid partners if requested.
- Each agency/organization will perform its duties in accordance with its own plans and procedures.

7 Emergency Support Function Development and Maintenance

The FDB Chief, in collaboration with County Emergency Management, will review and update this annex and supporting plans annually or whenever changes occur, such as lessons learned from exercises or actual events.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County EOP
 - ESF 10 – Oil and Hazardous Materials
- Clackamas Fire Resource Management Plan
- Conflagration Act
- Oregon Fire Service Mobilization Plan, 2008
- State of Oregon Emergency Operations Plan, ESF 4 – Firefighting
- National Response Framework, ESF 4 - Firefighting

9 Appendices

- None at this time.