



ESF 4 – Firefighting

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Table of Contents

1	Introduction	ESF 4-1
1.1	Purpose	ESF 4-1
1.2	Scope	ESF 4-1
1.3	Policies and Authorities	ESF 4-1
2	Situation and Assumptions	ESF 4-2
2.1	Situation	ESF 4-2
2.2	Assumptions.....	ESF 4-2
3	Roles and Responsibilities of Tasked Agencies.....	ESF 4-3
4	Concept of Operations.....	ESF 4-4
4.1	General.....	ESF 4-4
4.2	EOC Activation	ESF 4-5
4.3	EOC Operations	ESF 4-5
4.4	Disabilities, and Access and Functional Needs	ESF 4-6
4.5	Coordination with Other ESFs	ESF 4-6
5	Direction and Control.....	ESF 4-6
5.1	Cities	ESF 4-6
5.2	County.....	ESF 4-6
5.3	Regional	ESF 4-7
5.4	State and Federal Assistance.....	ESF 4-7
6	ESF Annex Development and Maintenance	ESF 4-8
7	Appendices.....	ESF 4-8
Appendix A	ESF 4 Resources	ESF 4-9
Appendix B	ESF 4 Responsibilities by Phase of Emergency Management....	ESF 4-11
Appendix C	ESF 4 Representative Checklist.....	ESF 4-15

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ESF 4 Tasked Agencies	
Primary County Agency	Fire Defense Board
Supporting County Agency	Clackamas County Disaster Management (CCDM) Clackamas County Health, Housing, and Human Services Department (H3S) Sheriff's Office Public and Government Affairs/Public Information Transportation and Development/Public Works Clackamas County Communications (C-COM)
Community Partners	Local fire departments and districts Local law enforcement agencies Washington County Consolidated Communications Agency (WCCCA) Lake Oswego Communications (LOCOM)
State Agency	Oregon Department of Forestry (ODF), Oregon State Fire Marshal (OSFM)
Federal Agency	U.S. Department of Agriculture /Fire Service, Bureau of Land Management
<i>*See Section 3 for more information about Tasked Agencies</i>	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 4 describes how the County will detect and suppress urban, rural, and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or incident.

1.2 Scope

Activities encompassed within the scope of ESF 4 include:

- Coordinate support for firefighting activities, including detection of fires on state and private lands.
- Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban and wildland firefighting operations.

1.3 Policies and Authorities

The following legal authorities and policies are related to firefighting:

- 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.

ESF 4. Firefighting

- 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.

2 Situation and Assumptions

2.1 Situation

The County is faced with a number of hazards that may require firefighting support. Considerations that should be taken into account when planning for and implementing ESF 4 activities include:

- 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 Disaster Management (CCDM) 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 in Unified Command and assigns fire personnel to EOC Operations, Planning, and Logistics Sections and to the Joint Information Center (JIC).
- Fire agencies have a major role in responding to terrorist/chemical, biological, radiological, nuclear, or explosive (CBRNE) incidents, which may also require assistance from a regional hazardous materials team and/or Explosive Disposal Unit. A terrorism incident may involve one or more 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.
- Fires are often a secondary hazard after a large scale disaster such as an earthquake. These hazards often overwhelm a community’s response capabilities and can exacerbate already dangerous situations as resources become overstretched.
- Dealing with fires involving hazardous materials may require the use of specialized equipment and training.
- Fire personnel are trained in Incident Command System (ICS)/National Incident Management System (NIMS), so there is often a strong level of understanding of the command structure among fire personnel during an incident.

2.2 Assumptions

ESF 4 is based on the following planning assumptions:

- Urban, rural, and wildland fires will be significant secondary hazards after a major, widespread disaster such as an earthquake.

ESF 4. Firefighting

- In a disaster, some firefighting resources may become scarce or damaged. Assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources may be relied upon.
- Telephone communications may be interrupted.
- Wheeled-vehicle access may be hampered by road or bridge failures, landslides, 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.
- 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 local, County, State, and federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency’s responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization’s self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity’s jurisdictional authority, or the entity’s resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4 Concept of Operations

4.1 General

- Thirteen 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]).
- Fire agencies within the County share resources using automatic mutual aid and also exchange resources with other fire agencies in the region. (*See Fire Resource Zone map*).
- 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 Oregon State Fire Marshal's (OSFM's) Office and operated by local fire agencies provide advanced expertise and capabilities. HazMat 3, operated by Gresham Fire, Tualatin Police and Tualatin Valley Fire & Rescue (TVF&R), Canby, Portland Fire, Salem & 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 CCDM. The FDB Chief or designee, and/or a Battalion Chief, respond to C-COM to coordinate fire resources. CCDM 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 (H3S) coordinate emergency medical services (EMS). The FDB directs the initial EMS response to most incidents and works with H3S to coordinate ambulance services provided by Molalla Fire, Canby Fire, and American Medical Response.
- 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. Four Fire Departments (Clackamas #1, Canby, TVF&R, and Molalla Fire) provide advanced life support transport within Clackamas County.

ESF 4. Firefighting

- The FDB Chief, or designee, may request fire resource support from the OSFM under the Fire Service Mobilization Plan or the State Conflagration Plan. The FDB Chief coordinates this request with CCDM/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 CCDM and the OSFM.
- 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.

4.2 EOC Activation

When a disaster occurs, the CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate firefighting-related activities.

4.3 EOC Operations

When firefighting-related activities are staffed in the EOC, the Fire Services Coordinator will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to firefighting.
- Share situation status updates related to firefighting to inform development of Situation Reports.
- Participate in, and provide firefighting-specific reports for, EOC briefings.
- Assist in development and communication of firefighting-related actions to tasked agencies.
- Monitor ongoing firefighting-related actions.
- Share firefighting-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate firefighting-related staffing to ensure the function can be staffed across operational periods.

4.4 Disabilities, and Access and Functional Needs

Provision of firefighting-related activities will take into account populations with disabilities and access and functional needs (DAFN). The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4.5 Coordination with Other ESFs

The following Emergency Support Functions support firefighting-related activities:

- **ESF 1 – Transportation.** Assist in movement of firefighting resources and personnel to the incident.
- **ESF 6 – Mass Care.** Provide mass care support for residents displaced by a fire incident.
- **ESF 10 – Hazardous Materials.** Provide technical support for fire incidents that involve hazardous materials.

5 Direction and Control

5.1 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 Disaster 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.

5.2 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 OSFM for assistance under the state Conflagration Act or Fire Mobilization Plan with CCDM/EOC Command.

CCDM coordinates with On-Scene Command and the FDB Chief to provide support and activates the EOC if needed. During major fire emergencies, CCDM 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 the Oregon Office Emergency Management (OEM). OEM forwards the declaration to the governor, coordinates State resources and response, and seeks a State declaration if necessary.

5.3 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.

5.4 State and Federal Assistance

The OSFM manages Oregon fire services during major emergency or disaster operations through the Conflagration Act (Oregon Revised Statutes 476.510), which mobilizes firefighters and equipment from around the state. The OSFM 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 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 NIMS/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.
- County Emergency Communications/9-1-1 Dispatch Centers may assist in dispatching mutual aid partners if requested.

ESF 4. Firefighting

- Each agency/organization will perform its duties in accordance with its own plans and procedures.

6 ESF Annex Development and Maintenance

The Fire Defense Board representative will be responsible for coordinating with area fire districts/departments to ensure regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

7 Appendices

- Appendix A – ESF 4 Resources
- Appendix B – ESF 4 Actions by Phase of Emergency Management
- Appendix C – ESF 4 EOC Representative Basic Checklist

Appendix A ESF 4 Resources

The following resources provide additional information regarding ESF 4 firefighting-related issues at the local, state, and federal level:

County

- Emergency Operations Plan
 - ESF 10 – Oil and Hazardous Materials
- Clackamas Fire Resource Management Plan (zone map)
- Community Wildfire Protection Plan
- Regional Mutual Aid/Resource Sharing Agreements

State

- Emergency Operations Plan
 - ESF 4 –Firefighting
- Oregon Fire Service Mobilization Plan
- Conflagration Act

Federal

- National Response Framework
 - ESF 4 – Firefighting

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Appendix B ESF 4 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 4 – Fire Services. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the fire services function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 4 include:

All Tasked Agencies

- ☐ Develop plans and procedures for ESF 4 activities, as appropriate.
- ☐ Participate in ESF 4 related trainings and exercises as appropriate.
- ☐ Appoint a representative to assist in the County EOC when requested.
- ☐ Establish criteria for relocating fire operations in the case that present facilities must be evacuated.
- ☐ Establish communication links with law enforcement agencies for coordinating warning and evacuation confirmation functions.
- ☐ Develop procedures and protocols for coordinating protective action communications with the at-risk population on scene.

Fire Defense Board

- ☐ Ensure fire service protection for the County at large.
- ☐ Coordinate State Conflagration Act and Fire Mobilization Plan actions.
- ☐ Coordinate regular review and update of the ESF 4 annex with supporting agencies.
- ☐ Facilitate collaborative planning to ensure County capability to support ESF 4 activities.
- ☐ Review, revise, and develop plans, programs, and agreements on fire-related public safety protection activities, including region-wide mutual aid response protocols.

CCDM

- ☐ Develop and conduct training to improve all-hazard incident management capability for response communications.
- ☐ Develop exercises and drills of sufficient intensity to challenge management and operations and to test the knowledge, skills, and abilities of individuals and organizations for response communications.
- ☐ Coordinate with all other agencies and community partners to develop operational plans, policies, and procedures for the following ESF 4–related activities:
 - Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.

ESF 4. Firefighting

- Performing life-safety inspections and recommendations for activated emergency shelters.

Mutual Aid Partners

- ☐ Establish procedures for coordinating all public information releases through the County and/or city PIO.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 4 include:

All Tasked Agencies

- ☐ Provide situational updates to the City and County EOC as required to maintain situational awareness and a foster a common operating picture.

Fire Defense Board

- ☐ Serve as a member of the EOC command and provide personnel to EOC staff.
- ☐ Coordinate resource requests from on-scene command.

Fire Districts/Departments

- ☐ Conduct response operations related to fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- ☐ Initiate mutual aid contingency plans, as required based upon resource availability.
- ☐ Provide on-scene incident management.
- ☐ Coordinate ambulance services, as appropriate.
- ☐ Integrate On-Scene and EOC PIO activities.
- ☐ Conduct CBRNE detection, monitoring, response, and decontamination operations in collaboration with law enforcement.

CCDM

- ☐ Activate the EOC as needed.
- ☐ Assist on-scene and EOC command.
- ☐ Provide situational awareness to the County Administrator and BCC.
- ☐ Compile operational information to create Situation Reports and foster a common operational picture. See ESF 5 – Information and Planning for more information.
- ☐ Facilitate the resource requesting process (i.e., compiling resource requests; filling resource requests locally or through existing agreements; forwarding unmet resource requests to the Oregon Emergency Coordination Center; and coordinating the staging and distribution of assets as they arrive). *See ESF 7 – Resource Support for more information.*

H3S

- ☐ Coordinate contract ambulance services.
- ☐ Coordinate with the American Red Cross to provide for the needs of victims and evacuees 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).

Sheriff's Office

- ☐ Assist in warning the public of evacuations, traffic routing, and/or traffic control, when possible.
- ☐ Assist On-Scene Command.
- ☐ Coordinate warning and evacuation.
- ☐ Provide traffic and crowd control.
- ☐ Integrate the Law Enforcement PIO into On-Scene PIO activities.
- ☐ Take the lead in terrorism/CBRNE events in detection and crime scene management.
- ☐ Coordinate Explosive Disposal Unit support.

DTD

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

Other Resources

- ☐ The ODF, North Cascade District, has primary firefighting responsibility for the portion of Clackamas County that lies within the official Forest Protection District Boundary and under contract with ODF.
- ☐ 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.

Mutual Aid-Partners

- ☐ Respond to calls for support under established agreements to include, but not limited to: fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
- ☐ Support emergency operations as defined in agency emergency operations procedures or as requested by the EOC, such as damage assessment.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 4 include:

All Tasked Agencies

- ☐ Demobilize any communication staging areas, mobile communication centers, and /or other applicable response operations according to established plans, policies, and procedures and return to normal day-to-day activities.
- ☐ Keep detailed records of expenses in case there is potential for federal and State reimbursement assistance.
- ☐ Participate in all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 4 include:

All Tasked Agencies

- ☐ Participate in the hazard/vulnerability identification and analysis process.
- ☐ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

Appendix C ESF 4 Representative Checklist**Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Emergency , and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.