



# ESF 4: Firefighting

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<b>ESF 4 Tasked Agencies</b>	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting Agencies</b>	Clackamas County Sheriff's Office (CCSO) Public and Government Affairs (PGA) Transportation and Development (DTD) Clackamas County Communications (C-COM)
<b>Community Partners</b>	Fire Defense Board Local fire departments and districts Local law enforcement agencies Washington County Consolidated Communications Agency (WCCCA) Lake Oswego Communications (LOCOM) METCOM 911
<b>State Agency</b>	Oregon Department of Forestry (ODF) Oregon State Fire Marshal (OSFM) Oregon Department of Emergency Management (OEM) Oregon Military Department (OMD)
<b>Federal Agency</b>	U.S. Department of Agriculture-Forest Service (USFS) U.S. Department of the Interior - Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA)

# 1 Introduction



## 1.1 Purpose

Emergency Support Function (ESF) 4 describes how the County will support the fire suppression efforts of the county's local, state, and federal fire service agencies when responding to major fires.

## 1.2 Scope

Activities encompassed within the scope of ESF 4 include:

- Identifying the processes or means by which the County will be notified of an expanding fire incident.
- Describing the processes used for dispatching fire resources and acquiring additional fire suppression resources for an expanding fire incident.
- Providing personnel, equipment, and supplies in support of all agencies involved in fire suppression.
- Working with responding fire agencies to forecast and track fire behavior and sharing that information with agencies and organizations conducting related response functions including evacuations, road closures, shelter and care, and emergency public information.

ESF 4 does not address other functional activities performed by the county's fire service agencies. Many of those activities are described in other ESF or support annexes. For example, emergency medical services are addressed in ESF 8 and Support Annex 4, search and rescue in ESF 9, and hazardous materials response in ESF 10.

## 1.3 Policies and Agreements

The following legal authorities, agreements, and policies are related to firefighting:

- The U.S. Forest Service (USFS) and the Bureau of Land Management (BLM) have the authority to manage and suppress fires on federal land and may enter into agreements with each other and with the Oregon Department of Forestry (ODF) to conduct wildland fire suppression on their lands.
- The Confederated Tribes of the Warm Springs have the authority to manage and suppress fires on the Warm Springs Indian Reservation.
- The Oregon Department of Forestry (ODF) has the authority to manage and suppress wildfires on state owned lands and private lands designated as forestland. They may enter

into agreements with federal landowners to conduct wildfire suppression and have mutual aid agreements with neighboring agencies to provide wildfire support.

- Local fire service agencies (city departments and rural fire protection districts) have the authority to manage and suppress fires in their respective jurisdictions, enter into contracts to provide fire suppression services for other local jurisdictions, and enter into mutual aid agreements with neighboring agencies to provide resource support.
- The Clackamas County Fire Defense Board Chief has the authority to request firefighting assistance from the Oregon State Fire Marshal (OSFM).
- The Oregon State Fire Marshal has the authority to implement the Oregon Fire Service Mobilization Plan to address and support local firefighting needs.
- The governor has the authority to invoke the Conflagration Act and direct OSFM to implement the Oregon Fire Service Mobilization Plan to provide structural fire protection resources in support of wildland fire suppression efforts.
- The County Board of Commissioners (BCC) has the authority to declare an emergency within the unincorporated areas of the county, order appropriate emergency measures including mandatory evacuations, and request a state or federal declaration, if appropriate. City councils/commissions may also declare emergencies and impose emergency measures including mandatory evacuations within their respective jurisdictions.
- CCSO and local law enforcement and fire service agencies have the authority to recommend or direct evacuations. Evacuations directed in this way are not mandatory unless authorized by the governing body (BCC or city council/commission) for the area involved.
- County, city, and state road agencies have the authority to close their roads for public safety purposes.
- Clackamas County has a cooperative agreement with Portland General Electric (PGE) regarding activation of the public alerting system for wildfire Public Safety Power Shutoff (PSPS) notifications. PGE provides maps of the PSPS zones for uploading into the system as well as text for pre-recorded public messages.

# 2 Situation and Assumptions



## 2.1 Situation

Eleven local fire service agencies provide structural fire suppression services within Clackamas County, and they have varying levels of capability for wildland firefighting, emergency medical services, and hazardous material response. The agencies, their areas of responsibility, and some specialty services are noted below. More details about each of the agencies are contained in the Clackamas County Community Wildfire Protection Plan (CWPP).

- Aurora Rural Fire Protection District – Based in Marion County; protects a small area of unincorporated Clackamas County north and east of Aurora.
- Canby Rural Fire Protection District – Protects the cities of Canby and Barlow and the unincorporated areas around those cities; provides ambulance service in the Canby Ambulance Service Area (ASA).
- Clackamas Fire – Protects the cities of Gladstone, Happy Valley, Johnson City, Milwaukie, Oregon City, and Sandy, the unincorporated communities of Barton, Beavercreek, Boring, Carus, Carver, Central Point, Clackamas, Clarkes, Damascus, Eagle Creek, Holcomb, Oak Lodge, Redland, South End, Sunnyside, and Westwood, and the unincorporated areas in the Sandy Fire District; provides Technician-level water and technical rescue services and hazardous materials response.
- Colton Rural Fire Protection District – Protects the city of Colton, the community of Elwood and the surrounding unincorporated areas.
- Estacada Fire District – Protects the city of Estacada and the communities of Eagle Creek, Currinsville, Dodge, Garfield, George, Springwater, Tracy, and Viola.
- Hoodland Fire District – Protects areas along Highway 26 including the communities of Marmot, Cherryville, Brightwood, Wemme, Welches, Zigzag, Rhododendron, and Government Camp.
- Lake Oswego Fire Department – Protects the city of Lake Oswego directly and the Lake Grove Rural Fire District, Riverdale/Dunthorpe Fire District, and Alto Park Water District by contract; provides water and technical rescue services.
- Molalla Rural Fire Protection District – Protects the city of Molalla, the community of Mulino, and the unincorporated areas around them; provides ambulance service in the Molalla Ambulance Service Area (ASA).

- Monitor Rural Fire Protection District – Based in Marion County; protects unincorporated areas of the county in and around Elliott Prairie, Oaklawn, Monitor, and Marquam.
- Silverton Fire District – Based in Marion County; protects unincorporated areas of the county in and around Marquam and Scotts Mills.
- Tualatin Valley Fire & Rescue – Based in Washington County; protects Wilsonville and West Linn directly and Rivergrove by contract; houses one of the state’s regional hazardous materials response teams; provides water rescue and technical rescue services.

Much of the land in Clackamas County is owned and managed by the Federal Government and private industrial forest companies. The primary federal land managers are the USFS for the Mt Hood National Forest and the BLM, which has parcels scattered across the county with most in forested areas of south, central, and eastern county. The Santiam State Forest, the northernmost portion of which is located in Clackamas County, is managed by ODF. Two small parts of the Warm Springs Indian Reservation located on the county’s eastern boundary are managed by the Confederated Tribes of Warm Springs. Except for the tribal lands and some of the BLM parcels, there is no local fire service agency providing structural fire protection coverage.

ODF provides wildland fire suppression services on state forest lands, private industrial forest lands, all other private lands designated as forestland and, by agreement, on BLM.

- Confederated Tribes of Warm Springs – Provide structural and wildland fire suppression services on the Warm Springs Indian Reservation.
- BLM – Has agreements with ODF and USFS to provide wildland fire suppression on its lands that are not located in the coverage area of a local service agency.
- USFS – Provides wildland fire suppression services in the Mt Hood National Forest and, through agreement, on some BLM parcels.

Clackamas County owns and manages over 4,000 acres of forest lands including parks for recreation and larger parcels for revenue generation. County parks located within the coverage area of a local fire service agency are protected by the respective agencies. The County contracts with ODF to protect its larger forest parcels and the parks located outside the coverage area of a local fire service agency.

Each county in the state has a Fire Defense Board (FDB). The FDB is comprised of the chiefs of each of the local fire service agencies or their delegates. A member is selected every year to serve as the FDB Chief. The FDB Chief and the board members coordinate fire service resources and ensure effective emergency response within the district, primarily through mutual aid agreements and by supporting the Oregon Fire Service Mobilization Plan. Representatives of ODF, OSFM, and other response partners participate in regular meetings with the FDB. The Clackamas County FDB has developed intra-county mutual aid agreements for the sharing of resources and has entered into similar agreements with neighboring county FDBs and/or fire agencies.

Clackamas County Disaster Management (CCDM) supports on-scene Incident Command during fire emergencies and activates the County Emergency Operations Center (EOC) if needed. When the EOC is activated, the FDB Chief, or their designee, assigns an agency representative to the

EOC to assist with evacuation planning and other fire specific activities. Additional fire service personnel may be assigned to the EOC Operations, Planning, and Logistics sections and to the Joint Information Center (JIC) based on incident needs.

Local fire service agency resources are dispatched by one of several 9-1-1 call-taking and dispatch centers. METCOM dispatches for the Monitor Fire District, Washington County Consolidated Communications Agency (WCCCA) for TVF&R, Lake Oswego Communications (LOCOM) for Lake Oswego Fire, and the Clackamas County Department of Communications (C-COM) for all others. ODF dispatches its Clackamas County wildland fire resources from its district headquarters in Molalla and the USFS dispatches its wildland fire resources from the Columbia Cascade Interagency Communication Center (WACCC), also referred to as Columbia Dispatch. Columbia Dispatch is located in Vancouver, WA.

Local fire agency resources are dispatched in standard configurations (types and numbers of resources) based on call type. These configurations are programmed into the dispatch centers' computer aided dispatch (CAD) systems. For larger and more complex fires, resources are typically dispatched by alarms with each level of alarm (first, second, third, etc.) sending additional resources to the scene.

OSFM maintains the Oregon Fire Service Mobilization Plan. The Oregon Emergency Conflagration Act (ORS 476.510 to 476.610) gives authority to the governor to declare a large wildfire as a conflagration fire and direct OSFM to implement the plan. The primary purpose of the plan is to define the process used by the State to mobilize local fire suppression assets from across the state to provide structural fire protection services in support of large wildland firefighting operations. OSFM works directly with the county FDB chiefs to mobilize the resources needed. The plan may also be used to mobilize local fire agency resources for other incident types. Local fire agency response costs may be reimbursed by the State in accordance with the plan when activated for wildland fire operations. However, response under the plan is voluntary and normally without reimbursement for other incident types.

ODF and OSFM both maintain and support wildfire incident management teams (IMTs). The IMTs consist of trained personnel that can be mobilized to fill positions within the on-scene incident command structure. ODF IMTs are largely comprised of ODF employees; OSFM IMTs are largely comprised of local fire agency personnel who have been selected and trained to work on behalf of OSFM when mobilized. ODF IMTs generally focus on wildland fire management while the OSFM IMTs generally focus on structural fire protection in support of wildland firefighting operations.

The Oregon Department of Corrections (DOC) collaborates with ODF to train adults in custody (AICs) as wildland firefighters. These crews can be deployed to assist in wildfire suppression efforts. The Oregon National Guard also provides training for wildland firefighting and has a pre-existing agreement with ODF to facilitate the deployment of Guard members to assist with firefighting efforts. The Guard's aviation assets may also be activated to conduct aerial fire suppression operations (i.e., water drops).

In the event of a large, complex wildfire incident or simultaneously occurring incidents that overwhelm locally based federal and state resources, ODF and the locally based federal agencies (USFS and BLM) can seek assistance through the national wildfire support and coordination

system. The system includes geographic area coordination centers (GACC) and the National Interagency Coordination Center (NICC). The Northwest Interagency Coordination Center (NWCC) is the GACC for the northwest region, which includes the states of Oregon and Washington. The NWCC is located in Portland and serves as the focal point for interagency resource coordination, logistics support, aviation support, and predictive services for all state and federal agencies involved in wildland fire management and suppression in the region. The NICC is located at the National Interagency Fire Center (NIFC) in Boise, ID. The NICC provides logistical support and intelligence reporting for wildland fire incidents. It is responsible for dispatching resources, including crews, national IMTs, aircraft, and supplies, to support wildland fires and other emergencies.

Portland General Electric (PGE) has identified five areas in the county as being at high risk of wildfire in the event of electrical equipment failure during severe weather conditions (e.g., heat, humidity, and wind). These areas have been designated as Public Safety Power Shutoff (PSPS) zones where power may be cut off under extreme weather conditions. Pursuant to its cooperative agreement with Clackamas County, PGE provides maps of the zones to the County for uploading into the public alerting system along with the text for pre-recorded public messages. PGE has also deployed Pano-AI cameras to detect fire/smoke in the zones. Local fire, dispatch, and emergency management personnel are notified when the cameras detect a possible fire.

The University of Oregon has deployed three wildfire detection cameras with views into Clackamas County as part of the ALERTWest network. These cameras are located on Lenhart Butte, on a mountaintop north of Brightwood, and in the West Hills of Portland.

## 2.2 Assumptions

ESF 4 is based on the following planning assumptions:

- The County will require assistance from mutual aid partners, other neighboring jurisdictions, and state and federal firefighting agencies for large, complex fires and for other major emergencies with widespread fire impacts.
- State firefighting resources provided through the Fire Service Mobilization Plan will take 24-48 hours to arrive. Firefighting resources provided through national/federal processes will take 48-96 hours to arrive.
- Sufficient primary and backup communications capabilities will be available to allow responding agencies to manage and coordinate operations at least at a basic level.
- Firefighting apparatus access may be hampered or restricted by fire, smoke, and/or tree and other debris making travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and smoke jumpers may be needed in these situations. However, air attack can also be limited by smoke, weather, and available daylight.
- 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.

# 3 Concept of Operations

## 3.1 General

Urban, rural, and wildland firefighting are the responsibilities of local fire service agencies and state and federal land management agencies. Clackamas County, as a local unit of government, does not have any firefighting capabilities. Therefore, the County's primary role in firefighting operations is one of support and coordination. The County provides resources and other support to firefighting operations and coordinates situation and resource information with the involved fire service agencies. The coordination role is extremely important as the County has a much larger and more direct responsibility for organizing, conducting, and supporting fire related consequence management activities such as public alerting, evacuation, shelter and care, road closures, and more.

## 3.2 Notification

Clackamas County Disaster Management (CCDM) is notified by C-COM of all second alarm or greater commercial fires and third alarm or greater residential, brush, and barn fires. During wildfire season, which generally runs from Memorial Day to Labor Day but varies from year to year, CCDM is notified of all second alarm or greater fires. CCDM is alerted to wildland fires by the ODF District Office in Molalla for ODF protected lands and by Columbia Dispatch for USFS protected lands. CCDM may also be alerted to possible wildfires through the ALERTWest and PGE wildfire detection camera systems.

For third alarm or greater fire incidents, C-COM also notifies the FDB Chief (or designee). The FDB Chief, a Battalion Chief, or other designee responds to C-COM to help coordinate fire resources. This includes identifying additional fire resources to respond to the incident (e.g., mutual aid) and coordinating "move-ups" (i.e., moving uninvolved local fire resources from their normal duty stations to other stations to improve coverage in areas where the local resources are committed to the fire.)

## 3.3 EOC Activation and Organization

Following notification of a significant fire incident, CCDM will begin to monitor fire impact and progression through several methods including direct communication with the primary fire agency and supporting dispatch center and monitoring CAD. Decisions regarding EOC activation will then be made based on fire status and behavior, current and forecast impacts on people and infrastructure, needs for coordination with cities, special districts, regional partners, and/or state and federal agencies, and recommendations from on-scene Incident Command.

When the EOC is activated, the FDB Chief (or designee) will normally assign an agency representative to the EOC to coordinate fire resources and ensure adequate fire protection throughout the county. EOC Command will consider assigning a liaison to the on-scene incident command post to enhance situation, resource, and public information coordination.

### 3.4 Resource Management

The FDB Chief, or designee, may request fire resource support from OSFM under the Oregon Fire Service Mobilization Plan. The FDB Chief may also request a state IMT to assist in managing the fire emergency. Additional fire resources may also be requested through a variety of mutual aid agreements, including the Oregon Resource Coordination Assistance Agreement (ORCAA), for non-conflagration fires. The FDB Chief coordinates these requests with CCDM/EOC Command.

The Clackamas County FDB has developed several pre-scripted requests for non-fire specific resources (e.g., bulldozer operator, fuel) and will submit them, along with other non-fire resources, to the County EOC as needed.

Additional wildland firefighting resources for fires occurring on state or federal lands will be coordinated by the involved agencies through the Northwest Interagency Coordination Center.

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.

### 3.5 Coordination with Other ESFs

The following Emergency Support Functions support firefighting-related activities:

- **ESF 1, Transportation:** Assist with movement of firefighting resources and personnel to the incident.
- **ESF 2, Communications:** Provide communications support.
- **ESF 6, Mass Care:** Provide mass care support for residents displaced by a fire incident.
- **ESF 8, Health and Medical:** Provide emergency medical treatment and transport for fire related injuries.
- **ESF 10, Hazardous Materials:** Provide technical support for fire incidents that involve hazardous materials.
- **ESF 12, Energy:** Provide coordination with involved utilities (e.g., power, natural gas).

# 4 Emergency Coordination



## 4.1 Cities and Districts

Cities have primary responsibility for the safety and well-being of their community members, and for resource allocation and emergency operations within their jurisdictions. Lake Oswego operates its own fire department and the remaining cities in the county receive services from rural fire protection districts. The cities served by districts coordinate fire response planning and incident management roles and responsibilities (e.g., scope of authority of incident command) with their respective fire district.

During fire emergencies, the local fire service agencies (city and district) will coordinate their response efforts with the impacted city or cities and with the Fire Defense Board and may request firefighting assistance through intra or inter-county mutual aid agreements and the Oregon Fire Service Mobilization Plan process discussed in the concept of operations section of this annex.

On-scene Incident Commanders will turn to the appropriate supporting EOC (city or county based on incident location) for assistance in obtaining non-fire resources and resources not available through dispatch. City EOCs will, in turn, coordinate with the County EOC for resources not available to the city or functions performed specifically by the County (e.g., public health).

## 4.2 County

The Clackamas County FDB Chief coordinates local fire service agency operations throughout the county during a fire emergency. When the EOC is activated, the FDB Chief or delegee assigns an agency representative and other fire service personnel as needed to help coordinate incident planning and response activities in the EOC.

The FDB Chief coordinates with OSFM on requests for assistance pursuant to the Oregon Fire Service Mobilization Plan and manages the process of organizing and deploying local fire service agency structural fire protection resources (typically a strike team or task force) in support of conflagration fires when requested or directed by OSFM.

CCDM coordinates with on-scene Incident 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 along with impacted or potentially impacted cities, districts, businesses, and other organizations.

The BCC may declare an emergency when measures that can be implemented under a declaration are necessary to manage the incident, or when state or federal assistance is needed. Following BCC approval, EOC staff submits the approved declaration to the Oregon Department of Emergency Management (OEM). OEM forwards the declaration to the governor, coordinates state resources and response, and seeks a state emergency declaration if necessary.

## 4.3 Regional

Fire agencies in Clackamas County participate in inter-County mutual aid agreements with fire agencies in Marion, Multnomah, and Washington Counties. The Clackamas County FDB Chief will work with the FDB Chiefs of those counties as needed to implement those agreements.

## 4.4 State and Federal Agencies

OSFM manages Oregon fire services during major emergency or disaster operations through the Oregon Fire Service Mobilization Plan and the Conflagration Act. Local fire service agency resources (firefighters and equipment) from around the state can be activated and deployed for conflagration fires to conduct structural fire protection operations. They can also be activated and deployed to support non-conflagration (i.e., structural) fires. OSFM can also activate its structural fire protection incident management teams. Coordination of the process to activate and deploy structural fire protection resources into or out of the county will be coordinated with OSFM by the Clackamas County FDB Chief.

ODF manages wildfire response on state lands, private forestland, and other areas it protects by agreement or contract. ODF will coordinate with OSFM and the FDB Chief if structural fire protection resources are needed to support their wildland firefighting efforts. ODF will also coordinate with the Department of Corrections and Oregon National Guard if wildland firefighting resources from those agencies are needed to assist.

The federal and tribal land management agencies (USFS, BLM, and Confederated Tribes of Warm Springs) will coordinate their wildland firefighting efforts through the Northwest Interagency Coordination Center. This may include tapping into state (ODF and OSFM) and national wildland firefighting resources.

The Oregon Resource Coordination Assistance Agreement (ORCAA) codified in ORS 402.200 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.

# 5 ESF Annex Development and Maintenance



CCDM is responsible for maintaining this annex in cooperation with the Clackamas County Fire Defense Board. The FDB is responsible for coordinating annex review and update with the county's local fire service agencies. Each primary and supporting agency is responsible for developing plans and procedures that address assigned tasks.

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