



ESF 4 — Firefighting



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.

Coordinating Agencies

PRIMARY: Fire Defense Board

SUPPORT: Disaster Management (CCDM), Health, Housing, and Human Services (H3S), Clackamas County Sheriff's Office (CCSO), Public and Government Affairs (PGA), Transportation and Development (DTD), Clackamas County Communications (CCOM)

Scope

Activities 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.

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 County EOC and City 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 Incident command.

Fire Districts

- 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 incident management.
- Coordinate ambulance services, as appropriate.
- Integrate Incident and EOC PIO activities. Conduct CBRNE detection, monitoring, response, and

Response

decontamination operations in collaboration with law enforcement.

CCDM

- Activate the EOC as needed.
- Assist Incident 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 Incident Command.
- Coordinate warning and evacuation.
- Provide traffic and crowd control.

- Integrate the Law Enforcement PIO into Incident 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.
- When available, provide heavy equipment and operators to assist rescue operations.

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.

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.

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.
 - 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

Coordinating 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.

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.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Keep detailed records of expenses in case there is potential for federal and State reimbursement assistance.

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 mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.



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 Agreements.....	ESF 4-1
2	Situation and Assumptions	ESF 4-2
2.1	Situation	ESF 4-2
2.2	Assumptions.....	ESF 4-2
3	Concept of Operations.....	ESF 4-3
3.1	General.....	ESF 4-3
3.2	Coordination with Other ESFs.....	ESF 4-4
4	Emergency Coordination	ESF 4-4
4.1	Cities.....	ESF 4-4
4.2	County.....	ESF 4-5
4.3	Regional.....	ESF 4-5
4.4	State and Federal Assistance	ESF 4-6
5	ESF Annex Development and Maintenance	ESF 4-6

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ESF 4 Tasked Agencies	
Primary County Agency	Fire Defense Board
Supporting County Agency	Clackamas County Disaster Management (CCDM) Health, Housing, and Human Services Department (H3S) Clackamas County Sheriff's Office (CCSO) Public and Government Affairs (PGA) Transportation and Development (DTD) Clackamas County Communications (CCOM)
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) Oregon Office of Emergency Management (OEM)
Federal Agency	U.S. Department of Agriculture/Forest Service, Bureau of Land Management

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 Agreements

The following legal authorities, agreements, 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.
- 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 faces a number of hazards that may require firefighting support. Considerations to take into account when planning for and implementing ESF 4 activities include:

- The Fire Defense Board (FDB) provides a forum for the chiefs of the 13 fire agencies serving the County to coordinate fire services and policies. Portland also has jurisdiction within Clackamas County, although they do not participate in the County's FDB. During major fire emergencies, the FDB provides a liaison officer to Clackamas County Communications (CCOM).
- Clackamas County Disaster Management (CCDM) supports Incident 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 play 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.
- Fires and any primary hazard may result in the need to evacuate homeowners/renters, people experiencing houselessness, and care facilities in a rapid manner. Additionally, resources such as food, electricity, water, and other essentials may be limited in the event of a fire or other primary hazard.
- 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. Nature-caused and human-caused wildland fires are a significant hazard during certain weather conditions. These conditions have been increasingly occurring and have extended beyond the summer months.
- In a disaster, some firefighting resources may become scarce or damaged. The County may rely upon assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources.
- 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 Concept of Operations

3.1 General

- Thirteen (13) 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 (CCOM, Lake Oswego Communications [LOCOM] and Washington County Consolidated Communications Agency [WCCCA]).
- Fire agencies within the County share resources using mutual aid, and 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 Incident Command responsibility.
- Structural fires become regional 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. Regional Hazardous Materials Emergency Response Team (RHMERT) 3, operated by Gresham Fire and Clackamas Fire District #1, is the primary hazardous materials team for the majority of Clackamas County and adjacent lands – primarily to the east. RHMERT 9, operated by Tualatin Valley Fire & Rescue, is the primary response unit for the Tualatin Valley Fire & Rescue's service area in Clackamas County. Additional RHMERTs across the state and the 102nd Oregon Chemical Biological Radiological Nuclear (CBRN) Defense Enhanced Response Force Package (CERFP), based in Salem, may also be available to provide additional response. 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 Incident Command requests a third alarm (or greater) response, CCOM notifies the FDB Chief (or designee) and CCDM. The FDB Chief or designee, and/or a Battalion Chief, respond to CCOM to coordinate fire resources. CCDM provides support to Incident 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. Four agencies—Clackamas County Fire District #1, Estacada Fire District, Lake Oswego Fire Department, and Tualatin Fire and Rescue—provide EMS advanced life support first response. Four Fire Departments (Clackamas County Fire District #1, Canby, TVF&R, and Molalla Fire) provide advanced life support transport within Clackamas County.
- 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 also operates under the Oregon Resource Coordination Assistance Agreement (ORCAA) for non-conflagrations. The FDB Chief coordinates this request with CCDM/EOC Command. Fire agency response under the Mobilization Plan is voluntary and normally without reimbursement. The authority and subsequent funding for Wildland Urban Interface (WUI) response is under the Emergency Conflagration Act. 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.

3.2 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.

4 Emergency Coordination

4.1 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 Incident 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.

4.2 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 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.

During a fire emergency, local coordination follows these guidelines:

- 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.
- Command of fire operations will be in accordance with NIMS/ICS.
- 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.

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.

4.3 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 Oregon Resource Coordination Assistance Agreement (ORCAA) 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.

4.4 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 federal government may provide reimbursement under federally declared disasters. 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.

5 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.