

## **ESF 4 Fire Fighting**

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## **1 Introduction: Purpose and Scope**

Emergency Support Function 4 coordinates and manages all fire detection, control, and suppression efforts within the jurisdiction. This support function consists of two distinct components: urban/structural fires and wildland fires.

## **2 Policies and Agreements**

Marion County mutual aid agreements supporting this ESF are currently in place and available through the EMD. All agreements are on file with EM and will be made available at the County ECC during an emergency incident. All Marion County fire service districts and departments have entered into an agreement to provide assistance in response to a fire or public safety incident during times of an emergency.

## **3 Situation and Assumptions**

### **3.1 Situation**

The fire chief or designee of each fire district within Marion County assumes the role of IC for fire incidents impacting their jurisdictions. When an emergency has expanded beyond the capability of the local fire agency to safely and adequately manage with existing fire officers from local and mutual aid fire agencies, the local fire command officer may request incident management support from the Fire Defense Board Chief or designee. As part of the ICS expansion the Fire Defense Board Chief may request the Marion County ECC to be established. At which time all resource requests and coordination of additional personnel, equipment, and services will be carried out through the Marion County Emergency Management Division, according to established procedures for the County ECC and command staff.

### **3.2 Assumptions**

All fire personnel are trained in ICS/National Incident Management System (NIMS), and a training roster is maintained and updated by each fire district within Marion County. Information regarding the capabilities of personnel supporting ESF 4 duties is available through County Emergency Management during an emergency.

The fire service in Marion County is an integrated force trained to respond to emergencies, which can range from the small house fire to a weapon of mass destruction (WMD) event or an earthquake. The fire services agencies of Marion County coordinate efforts through mutual aid agreements, Marion County Fire Defense District Board, State Fire Marshals Office and the State Conflagration Act.

## **4 Roles and Responsibilities**

### **LEAD AGENCY/ENTITY**

Fire Chiefs of each participating jurisdiction  
Marion County Fire Defense Board

Note: This would be the order of progression

### **SUPPORTING AGENCIES/ENTITIES**

#### Fire Departments/Districts

Aumsville  
Aurora  
Drakes Crossing  
Gates  
Hubbard  
Idanha-Detroit  
Jefferson  
Keizer  
Marion County Fire District #1  
Mill City  
Monitor  
Mt. Angel  
St. Paul  
Salem  
Salem Suburban  
Silverton  
Stayton  
Sublimity  
Turner  
Woodburn Fire District

#### County

Marion County Emergency Management

#### State (available without request through OERS)

Oregon Office of the Fire Marshal  
Oregon Department of Forestry

#### Federal

U.S. Bureau of Land Management  
United States Department of Agriculture (USDA) Forest Service

The lead fire agency will establish a command post and implement the ICS organization applicable to the situation. Other responsibilities among lead and support agencies include identifying staging areas, establishing safe areas within close proximity to the incident, and evacuating threatened people and animals, as

necessary. If a fire occurs within an individual jurisdiction, the local fire agency will manage response activities with support from the other departments or districts.

The Marion County Fire Defense District Board consists of all department and district fire chiefs. Policy-level decisions and resource allocation are accomplished through this organization.

## **5 Concept of Operations**

Each fire service is a branch of government, governed by its own separate statutory authority. Generally, these fire services are responsible for fire prevention, suppression, hazardous material response, immediate life safety, and light rescue.

Local firefighting organizations will remain under the supervision of their assigned leaders, with the Marion Fire Defense District Chief acting as Fire Services Coordinator to utilize resources and activate mutual aid support.

If an emergency situation requires coordination between multiple fire control agencies and/or jurisdictions, the EMD may request that a liaison to the Marion County Fire Defense District Chief be assigned to the County ECC and assume the position as the Fire Services Coordinator within the Operations section. All requests for additional support of firefighting and rescue operations will be made through the Fire Service Coordinator at the County ECC. The Fire Service Coordinator will then request the resources through the EMD

If mutual aid is requested, the responding agency chief will coordinate response activities of the local department with the IC. If forest land or wild land is impacted, Oregon Department of Forestry will respond and a unified or joint command system will be implemented via established procedures. Federal response partners include USDA Forest Service and the U.S. Bureau of Land Management, which are the lead agencies for wildland fires on Federal land.

Two-way radio communications with neighboring fire departments will mimic those used for day-to-day operations. **Radio channels for all fire protection districts and departments is included in ESF 2, Appendix 3 of this EOP.** Telephone communications will be used as conditions permit for administrative purposes and for coordination and control if radio communications are limited or become unavailable.

Emergency public information focusing on fire prevention, control, and suppression will be released in accordance to the Marion County ECC JIC/JIS policies and procedures.

Detailed information and procedures in support of this ESF can be found in individual department Standard Operating Guidance and the Oregon Fire Service Mobilization Plan. In addition, detailed inventory of fire services equipment is maintained by mutual aid partners.

## **6 Supporting Plans and Procedures**

Oregon State Fire Services Mobilization Plan. Office of State Fire Marshal 2007.

## **7 Appendices**

Appendix 1 Marion County Fire Defense Board Fire Service Plan

**Appendix 1**  
**MARION COUNTY FIRE DEFENSE BOARD**  
**FIRE SERVICE PLAN**

**I. PURPOSE**

The purpose of this plan is to provide direction for Marion County fire fighting agencies in coordinating efforts to meet the demands of a large scale and/or disaster situation. It serves as an annex to the Marion County Basic Emergency Operation Plan, as well as outlining basic operational responsibilities to meet the requirements as specified in the Oregon Fire Service Mobilization Plan, Section I-B.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

The mission of the fire service is to provide personnel, apparatus, and equipment to prevent, contain, or neutralize the destructive effects of fire and other hazards, including hazardous materials, that endanger life, environment and property.

The fire service in Marion County is an integrated force trained to respond to emergencies, which can range from the small house fire to a WMD event or an earthquake. The fire services of Marion County coordinate their efforts through mutual aid agreements, the Fire Defense Board, The State Fire Marshal's Office, and the State Conflagration Act.

**B. Assumptions**

Existing fire personnel and equipment will be able to handle most emergencies through the use of existing automatic and mutual aid agreements. When additional support is required, assistance can be requested from State and Federal agencies.

**III. THE FIRE SERVICES ROLE IN EMERGENCY MANAGEMENT****A. Minimize Risk**

1. Fire code enforcement regulates fire and life safety conditions.
2. Provide public safety information and educational programs.

**B. Preparedness**

1. Test and maintain equipment
2. Train personnel.
3. Maintain interoperable communications.

4. Develop, revise, update, and exercise plans and procedures to address potential response situations.

Refer to NIMS Chapter III for preparedness information.

**C. Response**

1. Responding to situations within each department's jurisdiction shall be guided by that agency's standard operating policies and procedures.
2. Responses under a mutual response agreement shall be conducted in accordance with the agreement.
3. Responses during a mutual aid effort shall be conducted in accordance with the policies of the requesting agency.
4. Scene management shall be conducted in accordance with NIMS as adopted by the Marion County Fire Defense District Board.
5. All records and documentation shall be in accordance with department, State, and Federal regulations.

**D. Recovery**

In the recovery phase of any disaster, fire departments with the capability will assist as needed with other local, State, or Federal authorities.

**IV. COMMAND FUNCTIONS****A. Incident Command System**

1. The County fire service will manage emergencies that they respond to in accordance with NIMS as adopted by the Fire Defense Board.
2. When the County Fire Defense Board becomes involved with emergencies that are declared as conflagration under ORS 476.520, (the Emergency Conflagration Act) the emergencies will be managed in accordance with NIMS, as adopted under the Oregon Fire Service Mobilization Plan.

**B. Incident Management Support**

1. When an emergency has expanded beyond the capability of the local fire agency to safely and adequately manage the event with existing fire officers from local and mutual aid fire agencies, the local fire command officer may request incident management support from the Fire Defense Board Chief.

2. When a request for incident management support is made, the County Fire Board Chief will evaluate the conditions of the emergency and determine, in coordination with the local fire chief, what incident management support is needed.
3. If an emergency has been declared and conflagration support is requested for incident management assistance, the County Fire Defense Board Chief will notify the State Fire Marshal with the request for incident management support. The State Fire Marshal will alert incident management team members, who will assemble and respond to assist the local Fire Command Officer in accordance with the identified needs of the incident.

## **V. OPERATIONAL FUNCTIONS**

### **A. Overview**

The Marion County Fire Defense Board Fire Service Plan is intended to establish operating procedures that will most efficiently and economically utilize the fire fighting resources of the County in the event of a fire or other emergency that is beyond the capabilities of local fire protection resources. It requires the existence of a mutual aid agreement that organizes a fire defense district from local fire fighting forces to cope with such emergencies.

When, in the judgment of the local fire chief and with agreement from the County Fire Defense Board Chief, an emergency is beyond the control capabilities of the local fire suppression resources, including primary mutual aid, the standard mutual aid sequence will take place. When the Fire Defense Board Chief is notified, he or she shall notify the State Fire Marshal of the situation and a possible need of mobile support as provided by the State Mobilization Plan.

### **B. When to Request Implementation**

Requests to implement the Fire Defense Board Fire Service Plan may be made when there is a fire, other emergency response incident, or ancillary function where the event may pose an immediate threat to life, environment, or property that cannot be controlled or handled by the local fire services, including automatic aid, and the mutual aid resources normally and routinely available to the affected department through its direct, written automatic aid agreements with other agencies.

Specific incidents that may present an immediate threat to life, environment or property include, but are not limited to:

1. Structural fires that by sheer numbers, size or speed of spread cannot be controlled by available resources; or

2. Wildland or wildland/interface fires that threaten structures where there are few or no fire services available to contain, control or stop the fires from engulfing the structures; or
3. Major incidents either natural or man-made such as high winds, flooding or hazardous material release.

**C. Emergency Situations and Appropriate Actions****1. Circumstance:**

When an emergency occurs that has developed or may develop into a condition beyond the capabilities of local resources. (Please refer to Section II-A in the Oregon Fire Service Mobilization Plan for more detail in implementing the Oregon Fire Service Mobilization Plan.)

**2. Local Fire Chief:**

- a. Establishes an incident command system. The Chief may delegate authority for incident command functions and may also request overhead management assistance under this plan. Such requests shall go through the Fire Defense Board Chief.
- b. Determines the need for additional resources and implements mutual aid agreements.
- c. Notifies Fire Defense Board Chief of the circumstances and requests implementation of the Fire Defense Board Fire Service Plan;
- d. Maintains communication and close liaison with the wildland agency IC when the fire involves land protected by a wildland fire protection agency.
- e. Maintains communication with the Fire Defense Board Chief.
- f. Responsible for coordinating demobilization with the Fire Defense Board Chief.
- g. Ensures coordination with local emergency services involved in the incident; i.e., law enforcement, public works, and emergency management.

**3. County Fire Defense Board Chief or Designee:**

In the event that neither the County Fire Defense Board Chief, nor either the first or second alternate, is available, the Fire Defense Board Chief will designate another fire chief to act in his place. This position:

- a. Receives requests for the implementation of the Fire Defense Board Fire Service Plan.
- b. In consultation with the local fire chief, determines the need for resources beyond the capabilities of the local fire service, including normal and automatic mutual aid.
- c. Functions as liaison to the IC for the Marion County Fire Defense Board for emergencies involving requests for implementation of the Conflagration Act or Mobilization Plan.
- d. Determines from the inventory the availability of adjacent local mobile support units and requests needed support.
- e. In consultation with the local fire chief, assesses need for overhead management support and determines after consultation with the State Fire Marshal's Office available support members.
- f. In consultation with the local fire chief, assists the local fire chief in obtaining additional local resources.
- g. Ensures that adequate fire protection resources are available within the County.
- h. Keeps the State Fire Marshal or designee informed of the emergency situation and possible needs.
- i. Maintains communication with the State Fire Marshal or designee and local fire chiefs, in both emergency and non-emergency circumstances.
- j. Designates a representative of the County fire services to serve in the County's ECC in the event of a major emergency/disaster.

**D. Resources**

When the local response agency is approaching limits of the ability to manage the incident through mutual aid or auto aid that agency shall call the Fire Defense Board Chief for specific resources to handle their situation. When possible, the request should be consistent with the Strike Team and Task Force configurations in the Oregon Fire Service Mobilization Plan.

**E. Outside County Fire Services**

Only agencies that are signers to the Marion County Mutual Aid Agreement shall be considered as part of the Fire Defense Board Fire Service Plan. Any agency that signs another Fire Defense Board mutual aid agreement may be considered in their plan, but the entire adjacent Fire Defense Board shall not be part of the resources of Marion Fire Defense District.

## **VI. PLANNING FUNCTIONS**

### **A. Emergency Incident Benchmarks**

1. In addition to the decision-making processes used to upgrade local emergency incidents to include mutual aid responses, local ICs, in conjunction with the Fire Defense Board Chief, may be required to determine when emergencies have escalated to beyond the capability of local and mutual aid resources. Section II-A of the Oregon Fire Service Mobilization Plan is herein adopted as a method for conducting this evaluation on a County-wide basis.
2. The following examples may create conditions that are beyond the capability of fire resources in Marion County:
  - a. The emergency has escalated to involve all local fire agency resources, and no additional mutual aid resources are available.
  - b. Due to numerous fire-related emergencies within the County, there are no available mutual aid resources.
  - c. The emergency involves areas of the County where no fire protection is provided by either a municipal fire department or a rural fire protection district.
  - d. The emergency requires resources with capabilities that are not available with the Marion County Mutual Aid Agreement.
  - e. The Marion County Fire Defense Board Chief has requested assistance from more than two-thirds of the County fire agencies for an emergency.
3. When conditions are present at the emergency incident that are beyond local and mutual aid capabilities, there may be circumstances that rule out State of Oregon assistance. Examples may include incidents that, due to the magnitude of the incident, may preclude resources being available from other fire defense districts. Example: Region-wide earthquake.
4. A matrix is included with this plan to help the local and fire Defense Chiefs with the decision-making process for county-wide emergencies, which may escalate to conflagration proportions (see Appendix 1).

**B. Training and Equipment Standards****1. Training**

Standards for training and equipment for fire service personnel are more fully set forth in the Oregon Occupational Safety and Health Division (OR-OSHA) Administrative Rules, Chapter 437, Division 2, Section 182. (Refer to Oregon Home page on the Internet at [www.gov.state.or.us](http://www.gov.state.or.us). Click on Popular Sites, and then click on State admin rules. Search by chapter number or agency.) OR-OSHA has specific language pointing agencies to DPSST through the National Fire Protection Association (NFPA) training standards.

**VII. URBAN STRUCTURAL FIREFIGHTING STANDARDS**

The providing agency is responsible for ensuring that personnel and equipment provided under this plan meet the following minimum standards:

**A. Structural Training Standards**

1. Firefighter
  - a. Training and skills at the level of NFPA Firefighter 1.
  - b. Awareness of and compliance with applicable OR-OSHA safety rules;
  - c. Annual demonstration and documentation of proficiency in use of Self-Contained Breathing Apparatus;
  - d. Physically capable of performing the duties required;
  - e. Hazardous Materials Awareness and Operations Level.
2. Company Officer/Engine Boss, Task Force Strike Team Leader, Division Group Supervisor. In addition to the requirements above, fire officers must comply with the following:
  - a. Attain the level of National Fire Protection Association (NFPA) Firefighter I or equivalent;
  - b. Successfully complete an ICS course;
  - c. Complete instruction in the applicable laws of OR-OSHA;
  - d. Complete instruction on the *Oregon Fire Service Mobilization Plan*; and
  - e. Complete a formal instruction on fire attack tactics and strategies.
3. Structural Apparatus Operator
  - a. NFPA Firefighter I or equivalent;
  - b. Awareness of and compliance with applicable OR-OSHA safety rules;
  - c. NFPA Apparatus Equipped with a Fire Pump; and
  - d. Physically capable of performing the duties required.

4. Incident Management Team – Qualifications as adopted by the State Fire Defense Board in the Oregon Interface Qualification System and recognized by the Office of State Fire Marshal

**B. Clothing and Apparatus Standards**

1. The apparatus standards as specified in the Oregon Fire Service Mobilization Plan, sections I-H are herein adopted as part of this plan.
2. The clothing standards as specified in the Oregon Fire Service Mobilization Plan, section I-H are herein adopted as part of this plan.

**VIII. LOGISTICAL FUNCTIONS**

Identifying, obtaining, and coordinating support and services resources for the use of the County fire service in responding to various levels of emergencies will be the responsibility of the on-scene IC. The duty may be delegated as appropriate within the ICS, or a higher level of command such as the County Fire Defense Chief may assume it. Typically, for most incidents, logistics will involve no more than the on-duty personnel, apparatus and communications capability of the responding department. Larger scale incidents will require the ability to provide additional support and services.

**A. Support**

Basically, support for the fire service can be divided into two areas: direct and indirect.

1. **Direct support** includes firefighting personnel, apparatus, and related equipment. The direct support is usually provided by the responding department and then supplemented through mutual aid agreements or the State Mobilization Plan, as necessary.
  - a. Refer to the Marion County Emergency Management Resource Manual for a list of resources in Marion County.
  - b. Refer to the Marion County Fire Protection Mutual Aid Agreement for general direction on available mutual aid.
  - c. The State Mobilization Plan shall serve as the guide in obtaining direct support for those incidents beyond the scopes of mutual aid.
2. **Indirect support** includes such things as traffic control, providing food and shelter for firefighters, and evacuation assistance. For local incidents, where outside assistance is not required, the departments' own resources would normally meet their support needs. However, in some instances, there may be a specialized, indirect support need, which could be met by using local resources.
  - a. For example, within the local government jurisdiction where the incident is occurring, assistance should be requested from the County's Public Works Department if in an unincorporated area or from a City Public Works Department if within city limits.

- Indirect support is often obtained from local law enforcement agencies for incident traffic control.
- b. In larger scale incidents where mutual aid is involved or a major event such as an earthquake that affects the entire county, it may be more appropriate, if not necessary, to request indirect support through the local cities' emergency management coordinators or the County's EMD. The County's ECC would normally begin operation after a major earthquake. **However, it is not necessary for the ECC to be in operation to obtain assistance in locating additional indirect support through County Emergency Management.**
  - c. Resource lists such as those contained in local fire departments' hazardous materials response plans, State Forestry fire plans, or the annex to the County's Emergency Operations Plan (Resource Manual), which lists available local resources, should be obtained, kept current, and made available to ICs. County emergency management personnel should be viewed as a resource also and utilized as appropriate.

**B. Communications**

As required by the Oregon Fire Service Mobilization Plan, the Marion County Fire Defense Board shall provide an emergency communications network within the County. This requirement can be met with local equipment. See Appendix 2 for Marion County Channel Plan

**1. Cellular Phone**

Cellular phone service is available in most areas of the County.

**2. Station Numbering**

See ESF 2, Appendix 3 of the Marion County EOP.

**3. Personnel Numbering**

- a. A four-digit number may be used for personnel, excluding the Fire Chief and Assistant Chief.
- b. The first numbers shall identify the Department or District. This number will be the same as the first number in the base radio number.
- c. The second number shall identify the station.
- d. The third number shall identify the person's rank:
  - 1 = Chief Officers
  - 2 = Captain/Company Officer
  - 3 = Lieutenants/Line Officers
  - 4 = Medical Personnel
  - 5 = [reserved for future use]
  - 6 = Fire Marshal, Investigator, and Inspector
  - 7 = Fire Prevention Officers, Training Officers, and PIOs
  - 8 = Mechanic and other support personnel,

- 9 = [reserved for future use]
- e. The forth number is a sequential number from 1 to 9 to allow for identification of more than one person from the same department, station, and rank.

## **IX. FINANCIAL FUNCTIONS**

- A. Financial support for response to day-to-day emergency incidents is the responsibility of the local fire district and is covered by the annual budget process. Costs associated with County mutual aid are also the responsibility of the individual responding agencies. Normally, there are no special cost accounting requirements for these types of responses.
- B. Financial assistance for responses to requests for aid under the State Mobilization Plan is usually provided through the State Fire Marshal's Office. Specific guidelines set forth the requirements to obtain payment for services in certain emergency response situation and need to be followed to ensure payment.
- C. In major emergencies and disasters for which a Presidential Declaration of Disaster has been issued, costs associated with responding to life-threatening situations are usually partially reimbursable under a FEMA grant program. The grant program will usually provide reimbursement, depending on the severity of the situation. It is necessary to carefully document personnel and equipment time/cost in responding during such an emergency so that cost can be recovered after the disaster. **A Finance Section should be established as a part of the ICS for larger scale events to ensure proper cost accounting.**

In the event of a large-scale earthquake, for example, it would be necessary to do the cost accounting for response and then to work closely with the County EM staff to obtain reimbursement through FEMA's grant program.

## **X. PLAN DEVELOPMENT AND MAINTENANCE**

This plan will be reviewed every three years, or at any time necessary within that period, by the Fire Defense District Chief, in cooperation with County emergency management. Recommendations for changes to the plan should meet State and local standards prior to submission to the Marion Fire Defense Board for approval.