



# **ESF 4 – Firefighting**

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ESF 4 Tasked Agencies	
Primary Agency	Oregon Department of Forestry (ODF) Office of the State Fire Marshal (OSFM)
Supporting Agencies	Oregon Military Department (OMD)
Adjunct Agency	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 4 describes how the State of Oregon will support local governments and fire protection organizations to 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 and suppression of fires on local, state, federal, tribal, unprotected, and private lands.
- Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban (OSFM) and wildland (ODF) firefighting operations.

### 1.3 Related Functions

ESF 4 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support firefighting related to activities:

- **ESF 1 – Transportation.** Assist in movement of firefighting resources and personnel to the incident.
- **ESF 2 – Communications.** Assist with deploying and supporting emergency communications infrastructure.
- **ESF 6 – Mass Care.** Provide mass care support for residents displaced by a fire incident.
- **ESF 8 – Health and medical.** Assist incident management teams manage fire camp infectious disease outbreaks and to treat ill or injured firefighters or incident support personnel.
- **ESF 10 – Hazardous Materials.** Provide technical support for fire incidents that involve hazardous materials.

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- **ESF 12 – Energy.** Assist first responders and incident commanders with Public Safety Power Shut-off situations and coordination of fuel for firefighting equipment.

## **2 Situation and Assumptions**

### **2.1 Situation**

Oregon 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:

- Recognize wildfire as a primary disaster, often the most frequently occurring type.
- Fires are often a secondary hazard after a large-scale event such as an earthquake. These hazards often overwhelm a community’s response capabilities and can exacerbate already dangerous situations as resources become overstretched.
- Fires involving hazardous materials may require the use of specialized response teams, equipment, and training to deal with.
- Fire personnel are trained in 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 event such as an earthquake.
- In a disaster, some firefighting resources may become scarce, damaged, or otherwise unable to respond. Assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources may be relied upon.
- 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.
- 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

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 4 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

#### 3.1 Primary Agency

The primary agencies for ESF 4 are the Oregon Department of Forestry and Office of the State Fire Marshall. The ODF and OSFM are responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 4 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 4 activities.
- Provide a representative to the State ECC, when requested, to support ESF 4 activities.
- Facilitate transition to recovery.

##### 3.1.1 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 4 responsibilities for ODF include:

- Devise and use environmentally sound and economically efficient strategies which minimize the total cost to protect Oregon's timber and other forest values from loss caused by wildland fire.
- Work in conjunction as a fire protection agency Forest Protective Associations, Rangeland Fire Protection Associations, the Oregon State Fire Marshal's office and other agencies as needed.
- As declared under ORS 477.005, preserve forests and the conserve forest resources through the prevention and suppression of forest fires in the State of Oregon.
- ODF operates within a complete and coordinated system of federal, state and local fire jurisdictional partners to meet its primary mission of protecting forest resources, second only to saving lives. Structural protection, though indirect, shall not inhibit protection of forest resources.

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- Serves as the Governor’s Authorized Representative (GAR) for the FEMA Fire Management Assistance Grant (FMAG )Program.
- Through the *Fire Mobilization Plan*, mobilize response to emergencies including incident management teams, public information personnel, radio systems, communications trailers, kitchens, shower units, and other support services.
- Support at least three, forty-six-person Type 1 all hazard incident management teams. The teams are staffed with ODF employees across the state plus one Fire Service - structural liaison for each team.
- ODF operates the Salem Coordination Center, which is responsible to coordinate the distribution of ODF assets statewide. Area Headquarters located throughout the state direct response activities of ODF assets.
- Coordinate statewide aviation operations for wildland fire detection and suppression including prepositioning of severity resources.
- Serves as a member of the Pacific Northwest Coordinating Group (PNWCG) as well as Multi-agency Coordinating Group (MAC).
- Coordinates National Guard Resource deployments through Operations Agreement Smokey.
- ODF activities involve all phases of forestry including: responsibility for the protection from fire of the 16.2 million acres of private, state, and federal forest lands; detection and control of harmful forest insects, pests and forest tree diseases; rehabilitation and management of state-owned forest lands; and operation of tree nurseries.

**3.1.2 Office of the State Fire Marshal**

OSFM’s mission is to protect citizens, their property, and the environment from fire and hazardous materials. Key ESF 4 responsibilities for the OSFM include:

- Manage and coordinate Oregon’s firefighting activities by pre-positioning and mobilizing firefighting resources in support of State, Federal, and local wildland, rural, and urban firefighting agencies.
- As described in the *State Fire Service Mobilization Plan*, coordinate and direct the activities of all structural firefighting resources of the State through the organization of State and county fire defense boards and their respective mutual aid agreements.
- Planning and implementing response by structural firefighting forces called up by the Governor under the *Conflagration Act* (ORS 476.510 to 476-610).



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- Coordinates and directs three Type 2 all-risk incident management teams and advanced communication equipment. The teams are staffed with local fire officers and OSFM employees.
- Maintain membership in the Pacific Northwest Wildfire Coordination Group and serve as Oregon State Police fire prevention and control liaison with state and federal fire protections agencies, including ODF, US Forest Service and the Bureau of Land Management.
- Operate an Agency Operations Center that supports the State ECC on an “as needed” basis.

**3.2 Support Agencies**

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

**3.2.1 Oregon Military Department**

OMD’s purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 4 responsibilities for OMD include:

- Provide firefighting support (e.g., resource distribution, potable water transportation, mass feeding, establishing communications networks with fixed and mobile radios, providing aerial surveillance of a disaster area, and the provision of limited electric power from portable generators), as available.
- Assist in search and rescue, lifesaving and air ambulance missions.

**3.3 Adjunct Agencies**

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

- **Oregon Fire Mutual Aid System** – a network of over 11,000 firefighters responding from over 800 fire stations across over 300 fire departments and fire protection districts
- Forest Protective Associations
- Rangeland Fire Protection Associations

## 4 Concept of Operations

### 4.1 General

The State of Oregon Emergency Operations Plan, including ESF 4, is developed under the authority of Oregon Revised Statutes Chapter 401 which assigns responsibility for the emergency services system within the State of Oregon to the Governor (ORS 401.035). The Governor has delegated the responsibility for coordination of the state's emergency program, including coordination of recovery planning activities to the Oregon Military Department, Office of Emergency Management (OEM; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 4 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO) 16-07 establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 4 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

### 4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of firefighting activities, a notification will be made to ODF and OSFM, as appropriate, requesting activation of ESF 4. ODF/OSFM will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. ODF/OSFM and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 4 activities.

### 4.3 ECC Operations

When ESF 4 is staffed in the ECC, the ESF representative 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 needs.

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- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 4 actions to tasked agencies.
- Monitor ongoing ESF 4 actions.
- Share ESF 4 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 4 staffing to ensure the function can be staffed across operational periods.

**4.4 Transition to Recovery**

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoring and enhancing the state's firefighting capability may be tasked to State Recovery Function (SRF) 1 Community Planning and Capacity Building. The coordinating agency for SRF 1 is the DLCDC. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 4) to recovery (SRF 1).

*See the Oregon State Recovery Plan for additional information.*

**5 ESF Development and Maintenance**

ODF and OSFM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

**6 Appendices**

- Appendix A – ESF 4 Work Plan
- Appendix B – ESF 4 Resources

## Appendix A ESF 4 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 4 Annex	ODF/OSFM in coordination with assigned supporting agencies	TBD	High	2015	To be completed
Conduct an ESF 4 Review as per SB 762	OSFM, ODF, and OEM	Michael Heffner and Ron Graham	High	2021	Completed

## Appendix B ESF 4 Resources

### State

- ESF 4 Primary and Supporting Agency Emergency Plans and Procedures
- State Fire Service Mobilization Plan
- Master Cooperative Fire Protection Agreement
- “Conflagration Act” (ORS 476.510 to 476-610)
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

### Federal

- National Response Framework, ESF 4 – Firefighting