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**Functional Annex –
Fire Resource Management**

Approved (August 22, 2007)

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1 Purpose

The purpose of this annex is to establish a process for comprehensive fire resource management within Washington County during large-scale emergencies, along with a staffing pattern for the Fire Operations Branch within the Washington County Emergency Operations Center (EOC). The process and staffing pattern described in this annex should allow for:

- Assembly of firefighters and firefighting equipment and their deployment throughout the county for incidents that exceed local resources and standard mutual aid responses
- Effective fire resource management through the county EOC
- An orderly transition from Expanded Dispatch to EOC activation, as well as from smaller incidents to larger ones when the EOC is already activated
- Maintaining the role and responsibility of the Fire Defense Board (FDB) in county resource management

This annex is intended to augment the efforts of local jurisdictions and does not lessen agency responsibilities nor replace existing contracts or agreements.

2 Situation and Assumptions

2.1 Situation

Washington County is subject to a number of emergency or disaster circumstances that could occur locally or be part of a regional or national crisis. Large-scale wildland fires, as well as other disasters, have the potential for generating fire resource demands that exceed existing agency capabilities.

A number of automatic aid, mutual aid, coverage, cooperative assistance, and intergovernmental agreements exist between agencies within the County and among agencies both inside and outside the County. These agreements involve all response disciplines (including law enforcement, fire, public works, and EMS) and typically address resource sharing in both day-to-day and crisis operations. Widespread emergencies, however, preclude use of mutual aid agreements in order to facilitate resource allocation to the highest priority incidents by local, FDB, county, and state incident managers.

County government is required by state regulation and policy to be the focal point for disaster-related resource coordination within the county, except as specified in the Oregon State Fire Service Mobilization Plan. The County is expected to maximize use of its resources both in response to its own incidents and in support of local governments within the County. The County must also serve as the originator of all requests for state and federal resource support sent to the state Office of Emergency Management.

The Oregon State Fire Service Mobilization Plan identifies the county FDB Chief as the primary broker of fire service resources within each Oregon county for fire and non-fire incidents. Among other responsibilities, the county FDB Chief is responsible for maintaining fire equipment inventories, developing mutual aid agreements and procedures for the transfer and dispatch of fire fighting equipment and personnel, and coordinating with other fire resource providers. The state fire mobilization plan also “highly recommends” that an FDB representative have a formal place in county EOC operations.

The Fire Defense Board has adopted a plan, called the *Fire Resource Management Plan*, that describes how fire agencies in Washington County will manage fire resources during large or widespread fire events. A key component of the plan is the process of Expanded Dispatch. Expanded Dispatch makes use of a fire overhead or incident management team to assist fire dispatch with management of fire resources.

The Governor can invoke the state Conflagration Act when needed to mobilize state fire resources in response to wildland fires or other fire emergencies. Any incident within the County that requires invocation of the Conflagration Act will have substantial impact on the County as a whole and will require activation of the County EOC.

In the absence of a need to staff the Fire Operations Branch in the EOC, county fire resources will be managed under normal dispatch procedures or by Expanded Dispatch. If needed, Expanded Dispatch will be employed per the FDB’s Fire Resource Management Plan.

2.2 Assumptions

Support from state and federal agencies will be available upon request once local resource capacity has been exceeded or when that capacity is near exhaustion. The interval between request and arrival of state resources will likely be 4-24 hours, and for federal resources 12-72 hours.

3 Concept of Operations

3.1 Definitions

Disaster Operations – Public safety incident response and resource management when centralized communications are not functioning (i.e., no 9-1-1 phone system, no 800 MHz radio system).

Expanded Dispatch – A structure and procedure for optimizing fire resource management during large incidents and major emergencies, when demand exceeds system capacity and incident prioritization may be necessary, but EOC activation is not needed.

Expanded Dispatch is located at WCCCA and is supported by Hillsboro Fire and TVF&R incident management teams. The primary objectives of Expanded Dispatch are to support on scene incident commanders and minimize the impact of major incidents or emergencies on routine operations within the County and other service areas.

Fire Defense Board Representative – The Fire Defense Board Chief or delegated chief officer with authority to represent the Fire Defense Board on resource requests and other interactions with state and county agencies.

Incident Management Team (IMT) – ICS-trained senior staff available from TVF&R and Hillsboro Fire that are used for command or general staff positions, as assigned or requested, to augment field command posts and to staff the Expanded Dispatch organization. IMTs may be accessed by either pre-planned assignment or special request, and may be requested as partial (specified positions) or complete teams. Teams are also available from the Oregon Department of Forestry and the Oregon State Fire Marshal.

Incident Prioritization – Tiered classification of incidents under the WCCCA Major Emergency Operations protocol to guide the dispatch of life safety resources during major emergencies or disasters. Three incident priorities are used:

- Priority One: known life safety risk and/or multiple victims/patients; requires immediate attention
- Priority Two: unknown life safety risk or known minor injuries; should be dealt with promptly but not immediately
- Priority Three: property damage only or public assistance calls; generally can wait 24 hours or more

Major Emergency Operations – Public safety incident response and resource management protocol implemented when demand exceeds system capacity and incident prioritization is necessary, but centralized communications are operational.

Resources – Tactical and non-tactical supplies, equipment, personnel (regardless of source), and funds available for disaster response and recovery.

Strategic Resource Management – Resource allocation based on countywide assessment, projection, and prioritization of needs.

3.2 General

3.2.1 Dispatch Coordination

- During major emergency operations, public safety agencies in Washington County will amend their standard dispatch procedures as outlined in WCCCA’s Major Emergency Operations protocol. When this occurs, WCCCA will prioritize incidents and dispatch resources accordingly. WCCCA will forward incidents (generally Priority Three incidents) to which no resources are dispatched to the appropriate agency EOC, if activated, for response.
- During disaster operations, there will be no centralized dispatch coordination, and each agency will operate independently.

3.2.2 Management of County Resources

- County resources will be centrally managed from the County EOC. Tactical control of the County's law enforcement and public works resources will be exercised from their respective Department Operations Centers (DOC), but strategic management of all resources within the county resources will be coordinated from the County EOC.

3.2.3 Management of Fire Resources

During major emergency or disaster operations, the FDB Chief or designee will staff the Fire Operations Branch in the County EOC as necessary to allocate fire resources throughout the county and to coordinate the acquisition of additional resources from (as appropriate) neighboring counties, the State Fire Marshal, or Oregon Emergency Management. Staffing the Fire Operations function in the County EOC neither diminishes nor supplants FDB responsibility and authority with respect to the Conflagration Act, but serves to facilitate overall resource management and integration with other county operations.

If the Fire Operations Branch is activated in the County EOC, the FDB will staff SITSTAT and RESTAT positions within the Planning Section to track fire resources countywide. The Fire Operations Branch will coordinate with individual fire agencies, other county EOCs, the State Fire Marshal, and Oregon Emergency Management as needed to address fire resource situation and management issues.

The Fire Operations Branch does not exercise tactical control of any fire resources. Tactical control of all fire resources is the responsibility of the agency or command to which the resources are assigned.

3.2.4 Coordination with the State

Except where state or federal agencies have authority to respond directly to local government needs/requests (e.g., military commanders supporting search and rescue activities), requests for state or federal resource support generally must originate from or be forwarded through the County EOC. Requests for state assistance with fire resources will originate from the FDB representative. For incidents involving the Conflagration Act, the EOC provides facilitation and coordination but does not serve as an intermediary between the FDB and State Fire Marshal.

4 Organization and Assignment of Responsibilities

4.1 General

Activation of the County EOC may be the result of a variety of circumstances including major fires, mass casualty incidents, flooding, earthquakes, or civil disturbance. Because fire personnel play a major role in almost any type of emergency requiring EOC activation, it is important that county fire districts and municipal departments be represented in the EOC even when they are not the lead agency for the disaster, such as flooding or civil disturbance.

The EOC Incident Commander and EOC staff will manage resources provided by all county departments whenever the County EOC is activated for emergencies. The County

EOC will provide strategic direction for all resources within the county and tactical direction to any county resources not being managed by a county DOC. The County EOC will also serve as the clearinghouse for resource requests from local government agencies, coordinate with other responding organizations, and arrange for state and federal resource support if warranted.

The FDB representative, serving as Fire Operations Branch Director, will provide strategic direction for fire resources within the County, in coordination with the County EOC Command and General Staff, fire dispatch, and command representatives of local fire agencies in their respective jurisdictions. This includes coordination of fire resource acquisition, assignment, and demobilization.

4.2 Task Assignments

4.2.1 County EOC Staff

- Coordinate with the Fire Operations Branch to formulate and implement strategic resource management goals for fire resources assigned to the incident (Incident Commander, Command Staff, and General Staff).
- Monitor situation status within the county, as well as incidents outside the County, that may generate a request for fire resources (Planning Section, Operations Section).
- Monitor the resource status of all fire agencies in the county (Planning Section, Ops Section).
- Coordinate resource support for all county fire agencies (Logistics Section, Operations Section, Planning Section).
- Coordinate strategic fire resource management actions with other responding organizations, e.g., PGE, NW Natural (Liaison Officer, Incident Commander, and Operations Section).
- Compile fire resource utilization and cost information (Finance Section).

4.2.2 Fire Defense Board

- Staff Fire Operations Branch with FDB Chief, FDB Alternate Chief, or Chief Officer from a Hillsboro Fire or TVF&R IMT.
- Provide reference information and supplemental staff as needed, (e.g., SITSTAT and RESTAT in the Planning Section), to assist in tracking the status of all fire department/district resources assigned countywide. Staffing needs in the EOC will be adjusted depending on the nature of events. Supplemental FDB staff may be retained in the transition from Expanded Dispatch to EOC activation, or may be called to the EOC for activation without prior implementation of Expanded Dispatch.

4.2.3 Fire Defense Board staff in County EOC (Fire Operations Branch)

- Formulate strategic resource management goals for fire department/district resources assigned to the incident.
- Monitor situation status and fire resource status in conjunction with the EOC Planning Section.
- Acquire/release fire resources in cooperation with fire dispatch and the EOC Logistics Section.
- Assign/deploy fire resources in accordance with strategic resource management goals and incident prioritization.
- Coordinate fire resource management in cooperation with fire dispatch, other resource providers (e.g., law enforcement, public works) in the County EOC, and other responding organizations.

5 Direction and Control

- The Board of County Commissioners provides overall guidance for the management of county resources.
- In their capacity as the incident Policy Group, the County Administrator and department heads provide strategic direction to the Incident Commander regarding management of county resources, availability of funds for resource acquisition, and support to other jurisdictions. They keep the county commissioners informed of resource requirements and funding issues, and are responsible for continued oversight of day-to-day County government functions.
- Priorities for allocation of county resources will be established by the Incident Commander based on input from the Policy Group and the EOC Command and General Staff.
- Priorities for allocation of fire resources will be established by the Fire Operations Branch Director based on input from county fire departments/districts, the FDB Chief, the EOC Command and General Staff, and the Policy Group.
- Tactical control of fire resources will be maintained by the agency or command to which the resources are assigned.

6 Administration and Logistics

6.1 Administration

- Fire resources (personnel and equipment) are available through a number of sources:

- County-to-county fire mutual aid agreements (equipment and personnel)
 - Oregon State Fire Marshal (equipment and personnel for conflagration fires; incident management teams)
 - Oregon Department of Forestry (equipment and personnel for wildland fires; incident management teams)
 - Oregon Office of Emergency Management (access to state fire resources for non-conflagration fires, access to state-to-state mutual aid resources, and access to federal resources)
- The EOC cost, time, and procurement units will track the utilization of fire resources requested by the County EOC for non-conflagration fires for incident documentation and possible cost recovery purposes.
 - Conflagration fire resources will be tracked by the incident management team in command of the fire. Resource costs associated with Conflagration Act fires are typically reimbursed to the local fire agency providers by the state.

6.2 Logistics

- Resources assigned to an agency will be supported by that agency.
- Resources assigned to a conflagration fire or other large incident are typically supported by the incident management team in command of that incident.
- In other circumstances, the County may need to provide shelter, feeding, and other support for out-of-county resources.
- Fire agency personnel assigned to the EOC will be supported by the County.

7 Annex Development and Maintenance

The Emergency Management Office will maintain this annex in cooperation with the FDB.

8 References

- Oregon State Fire Service Mobilization Plan, dated March, 2006
- Washington County Consolidated Communications Agency Operations Directive 3.4.9, *Dispatch, Major Emergency Guidelines* (revised), August 30, 2005
- Washington County Fire Defense Board Fire Resource Management Plan (revised), adopted September 16, 2004

9 Tabs

- Tab 1 - Position Checklists

Tab 1 - Position Checklists

Expanded Dispatch Position Checklist

Expanded Dispatch Functions in support of major incident

- Provide support to Fire Dispatch
- Maintain countywide resource status, including incoming mutual aid/Conflagration resources
- Maintain countywide situation status
- Acquire/coordinate logistical support for incident (as requested) and incoming mutual aid/Conflagration resources
- Coordinate with the Fire Defense Board Chief (FDBC)
- Coordinate with ODF (as appropriate)

Expanded Dispatch Organization

Fire Dispatcher

- For resource requests beyond pre-planned assignments, coordinate with Fire Dispatch Liaison (FDL) to determine closest, appropriate resource
- Provide 'move-ups' to response areas vacated by assigned companies
- Assign additional talk groups as requested
- Pass any support requests received from the incident scene, to the FDL

Fire Dispatch Liaison (FDL)

- Assist Fire Dispatch with resource assignments, prioritizing incidents, and move-ups
- Coordinate with the FDBC or Fire Resource Coordinator (FRC) to develop and implement a resource management strategy
- Ensure effective communication and coordination between Fire Dispatch and Expanded Dispatch
- Forward all requests for support from the incident scene received by Fire Dispatch to Expanded Dispatch

Fire Defense Board Chief (FDBC, or designee)

When not in Expanded Dispatch, contact Fire Resource Coordinator (WC Admin talk group) to delegate specific responsibilities, determining who will:

- Contact adjacent FDBC's to request resources under inter-county mutual aid agreements
- Order activation of inter-county mutual aid resources
- Request resources from the OSFM-ERC under the Mobilization Plan

When present at Expanded Dispatch

- Provide overall direction to Expanded Dispatch
- Ensure Fire Dispatch Liaison provides appropriate support and direction to Fire Dispatch
- Request mutual aid or Conflagration resources
- Ensure coordination with ODF Dispatch and ODF Incident Management Team (if mobilized)
- Ensure County Assembly Area is established for incoming mutual aid/Conflagration resources

Fire Resource Coordinator (In the absence of the FDBC at Expanded Dispatch)

- Contact FDBC (WC Admin talk group) to verify delegated responsibilities, determining who will:
 - Contact adjacent FDBC's to request resources under inter-county mutual aid agreements
 - Order the activation of inter-county mutual aid resources
 - Request resources from the OSFM-ERC under the Mobilization Plan
- Ensure Fire Dispatch Liaison provides appropriate support and direction to dispatch
- Request mutual aid or Conflagration resources (if delegated)
- Ensure coordination with ODF Dispatch and ODF Incident Management Team, if mobilized
- Ensure County Assembly Area is established for incoming mutual aid/Conflagration resources
- Manage countywide public fire/EMS resources
- Receive situation and resource status reports from Expanded Dispatch – maintain ReStat on in-county resources for mobilization requests

Information Officer

- Coordinate with on-scene PIO/Incident Information Officer (IIO) for release of information
- Refer media inquiries about incident to PIO/IIO and as needed, respond to these inquiries in the absence of or when requested by on-scene PIO/IIO
- Respond to media inquiries and develop press releases on countywide situation as needed

Planning Section Chief

- Maintain countywide resource status, including:
 - County units committed to incidents
 - Available county units separate from inter-county mutual aid units*
 - Incoming mutual aid and/or Conflagration resources
- Maintain countywide situation status
- Assist FDBC or FRC in development of countywide contingency plan
- If requested by FDBC or FRC, develop written Incident Action Plan
- Provide appropriate information/orientation for incoming mutual aid/Conflagration resources (maps/briefings, etc.)
- Provide information to Public Information Officer as requested

*** Information on unassigned county units is required when determining need for resources from the state.**

Logistics Chief

- Provide logistical support to the major incident(s), if requested
- Provide logistical support to county units not assigned to the major incident *IF* the units are assigned away from their home base
- Assist FDBC/FRC in acquiring mutual aid resources
- Provide logistical support to County Assembly Area for incoming resources (e.g., maps, communication for Staging Manager, communications for resources), if needed
- Provide documentation on resource acquisition, assignment and use in absence of Finance Section

All positions are responsible for securing additional staff, if needed. All positions are responsible to arrive at Expanded Dispatch with appropriate supplies and equipment to perform their functions.

Fire Dispatch Liaison Position Checklist

General Responsibilities

- Check-in with the Dispatch Supervisor
- Obtain a situation status briefing from Fire Dispatch

NOTE: Do not interrupt operations; wait for a pause in activity

- Review Coverage Matrix and Station/Apparatus Resource List
- Using the CAD status screen, make suggestions for coverage changes as necessary or when requested. Ensure the County has adequate public fire and EMS resources.

NOTE: Make recommendations only; the dispatchers know their job.

- Assist Fire Dispatch in resource assignments and the prioritization of incidents
- Set up FDL phone
- Advise the On-scene Incident Commander(OSIC) that the Fire Dispatch Liaison position is staffed
- Evaluate potential duration of incident
- Evaluate need for additional incident management positions (such as Logistics)
- Evaluate need to activate Expanded Dispatch
- Provide support as requested
- Brief the IMT IC on situation status
- Activate Expanded Dispatch or components as needed
- Coordinate with the Fire Defense Board Chief (FBDC) or Fire Resource Coordinator (FRC) when resources beyond standard county capabilities are needed

Expanded Dispatch Operations

- Assist Fire Dispatch with resource assignments, prioritizing incidents, and move-ups
- Coordinate with FDBC or FRC to develop and implement a resource management strategy
- Ensure effective communication and coordination between Fire Dispatch and Expanded Dispatch
- Forward all requests for support from the incident scene received by Fire Dispatch to Expanded Dispatch

The FDL is in Fire Dispatch as a resource to assist, but not to run operations. Refer concerns regarding Fire Dispatch operational matters to the Dispatch Supervisor.

Fire Dispatch Position Checklist**Transition from Routine Second/Third Alarm to Major Incident**

- Provide ‘move-ups’ to response areas vacated by assigned companies
- Consider requesting a Fire Dispatch Liaison (FDL)
- Receive and process logistical support requests from the OSIC
- Evaluate the need for Expanded Dispatch

Major Incidents and Extended Attack

- For resource requests beyond pre-planned assignments, coordinate with FDL to determine closest appropriate resource
- Provide ‘move-ups’ to response areas vacated by assigned companies
- Assign additional talk groups as requested
- Forward all requests for support received from the incident scene to the FDL

Expanded Dispatch

- Coordinate with the FDL to determine closest appropriate resource for resource requests beyond pre-planned assignments
- Provide ‘move-ups’ to response areas vacated by assigned companies
- Assign additional talk groups as requested

EOC Activation Position Checklists**EOC functions in support of major incident**

- Maintain countywide resource status, including status of incoming mutual aid/Conflagration resources
- Maintain countywide situation status
- Acquire additional needed resources from adjacent Fire Defense Districts and/or the state
- Acquire/coordinate logistical support for incident and incoming out-of-county resources
- Coordinate with Fire Defense Board Chief (if FDBC is not in EOC)
- Coordinate with State IMTs or state ECC (as needed)
- Redistribute resources as incident activity and priorities dictate
- Release resources as incident activity warrants

Fire Operations Branch (FOB) (see full position checklist on p. 16)**Fire Defense Board Chief (FDBC)**

- If not in EOC, delegate role of Fire Operations Branch Director in EOC (for transition from Expanded Dispatch, contact Fire Resource Coordinator on WC Admin talk group). Determine who will:
 - Request resources from adjacent FDBC's under inter-county mutual aid agreements
 - Order activation of inter-county mutual aid resources
 - Request resources from OSFM-ERC under Mobilization Plan
- In consultation with the Planning Section Chief and County Emergency Management, ensure adequate staffing for Fire Operations Branch and Fire SITSTAT/RESTAT
- Ensure coordination with ODF Dispatch and ODF/OSFM Incident Management Teams, if mobilized
- Ensure County Assembly Area is established for incoming out-of-county resources
- Keep local fire agencies informed about countywide situation

Fire Resource Coordinator**(for transition from Expanded Dispatch if FDBC is not in EOC)**

- Assume role of Fire Operations Branch Director
- Ensure that county has adequate public fire and EMS resources
- Contact FDBC (WC Admin talk group) to verify delegated responsibilities, confirming who will:
 - Request resources from adjacent FDBC's under inter-county mutual aid agreements
 - Order activation of inter-county mutual aid resources
 - Request resources from OSFM-ERC under Mobilization Plan
 - Meet other responsibilities outlined in complete Fire Operations Branch checklist (p. 16)
- Ensure County Assembly Area is established for incoming out-of-county resources
- Keep local fire agencies informed about countywide situation

EOC Planning Section (as supported by Fire Operations Branch)

- RESTAT Unit: maintain countywide fire resource status, including:
 - County units committed to incidents
 - Available county units **separate** from inter-county mutual aid units*
 - Incoming out-of-county (mutual aid and/or Conflagration) resources
- SITSTAT Unit: maintain countywide fire situation status
- Provide fire information to Public Information Officer as requested

*** Information on unassigned units is needed for determining need for resources from the state.**

All positions are responsible for securing additional staff as needed. All positions are responsible to arrive at EOC with appropriate supplies and equipment to perform their functions.

Position Checklist for EOC activation and staffing Fire Operations Branch**Fire Defense Board Chief or Designee**

NOTE: If the FDBC is not in the EOC, these responsibilities need to be accomplished by the Fire Operations Branch with the FDBC being informed of actions taken

- Check in at EOC sign-in and with Operations Section Chief
- Obtain a situation status briefing from best source (e.g., Fire Dispatch, Planning Section Chief, Operations Section Chief) as determined by incident
- Advise the OSIC and/or other local EOCs, as appropriate, that Fire Operations Branch is staffed
- Evaluate potential duration of incident
- Ensure that county has adequate public fire resources
- Evaluate and fill fire staffing needs with Planning Section (through FDB, on-duty IMTs, or with Expanded Dispatch staff if previously established)
- Assist Fire Dispatch in resource assignments, prioritizing incidents, and move-ups
- Review Coverage Matrix and Station/Apparatus Resource List
- Using the CAD status screen, make suggestions for coverage changes as necessary or when requested.
- Ensure that support requests received by dispatch from the incident scene are routed appropriately:
 - If other local EOCs are activated, they may support their resources with additional assistance requested through the FOB as needed
 - If only the County EOC is activated, support will be coordinated between the FOB, FDL, and the EOC Logistics Section
- Brief the EOC IC and/or Operations Section Chief on situation status
- Coordinate with the EOC IC and Operations Section Chief to develop and implement a countywide fire resource management strategy
- For incidents expected to be of long duration, arrange for relief for Fire Operations Branch and Fire SitStat and ReStat positions well in advance
- Coordinate with EOC IC, County Emergency Management, and the state for requesting out-of-county resources

- If incident requires Conflagration mobilization, advise the EOC IC and County Emergency Management, and coordinate with SFMO (includes IMT if responding or on scene)
- Keep local fire agencies informed about county wide situation

Fire Operations in County EOC

Checklist for EOC activation and notification

- EOC staff pages FDBC and on-duty IMTs. Page should indicate "County EOC activating at _____ (specify the location). FDB Chief please call _____."
- EOC staff asks FDBC for fire staffing appropriate for incident
- FDBC either provides staff or defers to on-duty IMT ICs
- If FDBC defers to IMTs:
 - EOC staff pages on-duty IMT ICs and notifies them of FDBC decision
 - IMT Incident Commanders confer with EOC, each other, and FDBC, if appropriate, and develop staffing pattern
- If FDBC fills positions:
 - EOC staff pages on-duty IMT ICs and notifies them of FDBC decision
 - If IMT ICs are not notified of FDBC decision within 15 minutes of initial page, they contact EOC for status report