

**Section II: Emergency Support Functions**

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**ESF 4: Fire Services**

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## Section II: Emergency Support Functions

### I. INTRODUCTION

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**Primary Agency:** Fire Services

**Support Agencies:**

- Augusta Rural Fire Department (FD)
- Baxendale FD
- Canyon Creek FD
- Dearborn FD
- East Helena FD
- East Helena Valley FD
- Eastgate Rural FD
- Helena City FD
- LCCO Valley FD
- Lincoln FD
- Marysville Rural FD
- Tri-Lakes FD
- West Helena Valley Rural FD
- Westside FD
- Wolf Creek/Craig FD
- York FD
- Lewis & Clark County Disaster & Emergency Services
- Law Enforcement Agencies
- City/County 911 Dispatch Center
- Montana Department of Natural Resources & Conservation (DNRC)
- US Forest Service (USFS)
- Helena Interagency Dispatch Center (HIDC)
- Public Works Agencies
- Public Health Agencies

**A. Purpose:**

To provide an organizational framework that will effectively utilize all available fire fighting apparatus and personnel within Lewis & Clark County (LCCO), control the dispatching of such equipment and manpower to locations where needed, and provide for effective operations at the scene during an emergency/disaster.

**B. Scope:**

This ESF addresses all firefighting activities including the detection and suppression of wildland, rural, and urban fires occurring separately or coincidentally with a significant natural or technological disaster. The scope of this section will not attempt to address details regarding mutual aid and regional fire mobilization responsibilities and procedures that are contained in other documents.

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### II. SITUATION & ASSUMPTIONS

#### A. Situation:

1. Wildland fires are common in Lewis & Clark County (close to 200 fire starts per year). Human causes, both accidental and arson, and natural occurrences of lighting are the most common ignition sources
2. The county is located in fire weather zones typified by frequent high wind events, thunderstorms, and low relative humidity. Historic weather pattern graphs show that every portion of the county is subjected to very high to extreme burning conditions throughout the traditional fire season.
3. Land ownership in the forested areas of the county is divided into private, municipal (county or State) and United States Forest Service (USFS). In many areas, ownership is not easily defined, and responsibility for the fire suppression is not easily determined.
4. There exists mutual aid agreements between the participating fire services in the county which detail the support that each entity will provide in the case of a major fire and how costs will be determined and paid. State and federal cost support may be available on incidents that overwhelm local jurisdiction resource capabilities.
5. There also exist other relevant plans such as the *Community Wildfire Protection Plan*, the *South Hills Wildfire Response Plan*, and the [\*LCCO & DNRC Cooperative Fire Management Plan \(CFMP\)\*](#). Copies of these agreements and plans are kept in the EOC.
6. Over 4,100 homes in the county have been identified as being in the “Medium” or higher risk categories for wildland fuel hazards.
7. Fire agencies, in addition to having 24-hour operational capability, have two-way radio communication links between their respective mobile units and the county EOC.
8. Fire units, with the use of their sirens and public address systems, are a valuable resource for disseminating warning and emergency information, and may do so when needed unless otherwise involved.

#### B. Assumptions:

1. Urban, rural, and wildland fires will occur within Lewis & Clark County. In the event of an earthquake or other significant event, large, damaging fires could be common.
2. In a disaster some firefighting resources may become scarce or damaged. State and other resources may be called upon.
3. 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.
4. Efficient and effective mutual aid among the various local, county, state, and federal fire agencies requires the use of the Incident Command System (ICS) together with compatible firefighting equipment and communications.

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### III. CONCEPT OF OPERATIONS

#### A. General

Fire suppression is divided into two distinct response categories:

##### 1. Urban Fires

- a. Local fire protection districts and municipal fire departments have the primary responsibility for the suppression and control of fires within their respective fire protection jurisdictions. For those incidents requiring additional support, mutual aid agreements are executed.
- b. Fire suppression and control assistance may, in some instances, be provided on a limited basis by state and/or federal agencies and the military by pre-established mutual aid agreements.
- c. If an urban fire threatens or is likely to become a fire of major magnitude, assistance may be available from the Federal Government under an emergency declaration by the President. Requests for such assistance are handled through normal Emergency Management channels.

##### 2. Wildland Fires

- a. Local fire departments, supporting agencies, and the Montana Department of Natural Resources & Conservation (DNRC), per the [LCCO & DNRC Cooperative Fire Management Plan](#), take action on wildfires, regardless of land ownership, which jeopardize DNRC protected lands outside incorporated cities and towns and on adjacent U.S. Forest Service and Department of the Interior protected areas.
- b. In those instances when a fire or fires threaten such destruction as would constitute a major disaster, federal fire suppression assistance may be made available under the [Disaster Relief Act of 1974 \(PL 93-288, Section 417\)](#) when requested through normal Emergency Management channels.
- c. A fire protection district that takes immediate action on DNRC (State) protected lands outside of its jurisdictional boundaries, if such response could prevent the spread of the fire onto lands protected by the district, may be reimbursed by the state agency for its reasonable fire suppression costs that are incurred until the responsible agency takes charge.

#### B. Direction & Control

- ◆ The ICS has been adopted and is used by many first responders and local jurisdictions in the State of Montana to manage incidents and events. The purpose of ICS is to establish command and control with a system recognized by all responders, using the same organization and nomenclature.
- ◆ The ranking member of the first arriving response unit assumes command until relieved. An Incident Command Post (ICP) is established as the focal point for all emergency operations.

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- 1       ♦ Upon determination of fire protection responsibility and the need for additional resources,  
2       management responsibility may pass from local to state or federal agencies.
- 3       ♦ In a disaster, several ICS units may be established to manage the significant areas of  
4       need. The IC will adapt the management structure to reflect the need and complexity of  
5       the incident. A Unified Command may be established.
- 6       ♦ The IC may also take other management steps such as requesting activation of the EOC,  
7       and requesting fire activities coordination by a Rural Fire Coordinator and/or DNRC  
8       agency representative within the EOC.
- 9       ♦ The EOC may provide support to the Incident Commander(s) in such areas as evacuation,  
10      communications, transportation, shelter, and any other resources required.
- 11      ♦ A situation map will be maintained by the EOC Planning Section to illustrate the affected  
12      areas and any other pertinent information such as anticipated fire activity and possible  
13      evacuation routes.
- 14      ♦ Fire agencies may request activation of the Local Incident Support Team, (LIST), or a  
15      State or Federal Incident Management Team (IMT) to assist with managing the incident.
- 16      ♦ Fire agencies may request activation of other local agency resources, such as Search and  
17      Rescue units, or law enforcement. These resources may be made available if not  
18      otherwise occupied. All non-traditional resource requests should be made to the County  
19      EOC.
- 20      ♦ Law Enforcement may provide traffic control, scene security, and assist with movement  
21      of people and animals in the case of evacuation.

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### IV. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

The following listed agencies are tasked with primary and/or support responsibilities. More specific assignments can be found in the detailed emergency Standard Operating Procedures (SOP) that should be developed by each individual organization. *It is understood that agency capabilities are affected by available resources and the size and scope of the incident and that listed taskings will be "as able" depending upon the given situation at the time.*

#### A. Organization:

##### 1. On-Scene:

Resources at fire scenes will be organized and managed using the Incident Command System.

##### 2. EOC:

The ESF #4 (fire) representatives in the EOC will be organized under the Operations Section as either a stand-alone "Team" or as part of a functional Group. ESF #4 personnel in the EOC will generally consist of representatives from the involved primary and support agencies as appropriate. They will communicate information between the EOC and field units, job headquarters, etc., of the ARC and other public, private and volunteer organizations as needed.

#### B. Assignment Of Responsibilities:

The following list outlines some, but not necessarily all, of the primary and support agencies that could assist in ESF #4 operations either directly or peripherally through some other type of support.

#### A. Local

##### 1. Fire Agency Authority

If an emergency occurs within the County limits, the Fire Agency in which the emergency occurs will exercise overall authority for fire services activities and responsibilities.

##### 2. Fire Agency Duties

- ♦ Provide suppression and control of fires within their respective fire protection jurisdictions (including those DNRC or government lands that are contracted with the local district), and support other fire protection agencies if signatories to a mutual aid agreement, and support the provisions of all local plans, policies, and procedures.
- ♦ Provide Incident Command.
- ♦ Support warning and evacuation efforts.
- ♦ Provide medical response.
- ♦ Provide hazardous materials response, as appropriate, upon acceptance of and within the boundaries of the incident command structure and agency training and capability.

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### 3. Emergency Management (DES)

- ◆ Provide for alert and warning of persons located in the affected area.
- ◆ Serve as liaison between local jurisdictions and response agencies and the State for requesting resources when the capabilities of local response agencies are exceeded.
- ◆ Provide for information and resource management support as needed.

## B. State

### 1. Montana Department of Natural Resources & Conservation (DNRC)

- ◆ Coordinates fire suppression efforts and provides resources to control wildland fires in the state on DNRC protected lands.
- ◆ May provide assistance and resources for non-DNRC protected lands or incidents to local jurisdictions as available.

### 2. Montana Disaster & Emergency Services (DES)

- ◆ Coordinate assistance to local government for fire activities and mobilization resources per the provisions of the [Montana Emergency Response Framework](#).

### 3. Helena Interagency Dispatch Center (HIDC)

- ◆ Dispatch, coordinate and support wildland fire response for DNRC and USFS.

### 4. Montana National Guard

- ◆ May provide assistance and support to incident response operations upon request through appropriate emergency management channels.

## C. Federal

Limited fire suppression and control assistance is available from federal agencies and the military by pre-established agreement.

### 1. Federal Emergency Management Agency (FEMA)

- ◆ Administers fire suppression assistance to the state pursuant to [PL 93-288 of the Disaster Relief Act of 1974, Section 417](#), when a fire destruction threat would constitute a major disaster.

### 2. U. S. Department of Agriculture, U. S. Forest Service (USDA-USFS)

- ◆ Acts as the Principal Advisor to the FEMA Regional Director to assist in the administration of the terms of the Federal/State Agreement for Fire Suppression.
- ◆ Provides protection in National Forests and assists in control of fires that threaten to spread from nearby lands into National Forests.

### 3. U. S. Department of the Interior, Bureau of Land Management (BLM)

- ◆ Provides line officer advice and guidance to fire services on BLM controlled lands.

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### 1 C. OPERATIONS BY TIME PHASE

#### 2 A. Before the Disaster

##### 3 1. Emergency Management (DES)

4 To minimize the effects of an emergency/disaster and facilitate recovery efforts, LCCO DES  
5 organizes and coordinates the preparation of plans, develops and maintains the Emergency  
6 Operations Center and alternates, identifies equipment resources, and provides training  
7 opportunities.

##### 8 2. Fire Agencies and Municipal Fire Departments

- 9 ♦ Write, maintain, and review procedures for emergency operations during an  
10 emergency/disaster.
- 11 ♦ Assess equipment and training needs.
- 12 ♦ Establish procedures for coordinating all public information releases through the County  
13 Public Information and/or City Public Information Officer.
- 14 ♦ Make provisions for relocating fire operations in the event present facilities must be  
15 evacuated.
- 16 ♦ Establish communication links with law enforcement agencies for coordination of  
17 warning and evacuation confirmation functions. ([See ESF #3](#))
- 18 ♦ Establish mutual aid agreements to maximize utilization of resources.
- 19 ♦ Appoint a representative to assist in the County EOC.

#### 20 B. During the Disaster

##### 21 1. Emergency Management (DES)

- 22 ♦ Activates EOC or alternates and issues emergency warning(s). Coordinates with  
23 appropriate agencies, including government, public service, private and volunteer  
24 organizations.

##### 25 2. Fire Agencies

- 26 ♦ Notify key staff based on information received from 911 Center, HIDC, and/or the EOC.
- 27 ♦ Activate emergency operating procedures.
- 28 ♦ Respond to calls for fire, rescue/extrication, emergency medical assistance, hazardous  
29 material response, and evacuation.
- 30 ♦ Provide temporary power and emergency lighting at emergency scenes when needed.
- 31 ♦ Assist in warning the public of evacuations, traffic routing, and/or traffic control, when  
32 possible.
- 33 ♦ Initiate mutual aid contingency plan, when needed.
- 34 ♦ Relocate fire apparatus as conditions warrant.

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- 1       ♦ Support emergency operations as defined in agency emergency operating procedures or  
2       as requested by the EOC, such as damage assessment.

### 3. Public Information

- 4       ♦ Coordinate all public information and instructions and media relations as defined in [ESF](#)  
5       [#15 Public Information](#).

## C. After the Disaster

### 1. Emergency Management (DES)

- 8       ♦ Continues EOC operations until it is determined that EOC coordination is no longer  
9       necessary.  
10      ♦ Updates plans and procedures based on critiques and lessons learned during an actual  
11      event.

### 2. Fire Agencies

- 13      ♦ Return apparatus and equipment to regularly assigned locations.  
14      ♦ Assist the public in recovery operations as resources allow.  
15      ♦ Support other recovery efforts as requested by the EOC.  
16      ♦ Provide critical payroll and other financial information for cost recovery through  
17      appropriate channels.

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### V. PLAN ADMINISTRATION

The primary responsibility for development and maintenance of this annex is that of LCCO DES with support from all supporting agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating will keep this document valid and useful. Regular testing and exercising will establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

#### Coordinating Instructions

- ▲ This annex is effective immediately upon approval.
- ▲ As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- ▲ All organizations are responsible for the development and maintenance of their own internal operating and notification procedures. No part of this annex is intended to supplant agency SOPs.
- ▲ All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.
- ▲ Personnel designated as on-scene responders or representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

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### VI. AUTHORITIES AND REFERENCES

#### A. Authorities

- ❖ [Montana Code Annotated \(MCA\) Title 7, Chapter 33 – Fire Protection](#)
- ❖ [MCA 10-3-4](#): Gives senior local officials the authority to declare a State of Emergency or Disaster within their jurisdiction and the responsibility to request a state or federal declaration if appropriate.
- ❖ MCA [10-3-104](#) and [10-3-406](#) give local chief elected officials the authority to “*direct and compel the evacuation of all or part of the population from an emergency or disaster area.....when necessary for the preservation of life or other disaster mitigation, response, or recovery;*” and to “*control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.*”
- ❖ [LCCO & DNRC Cooperative Fire Control Agreement, 2007](#)
- ❖ [Robert T. Stafford Disaster Relief and Emergency Assistance Act PL 93-288](#), 1988

#### B. References

- ❖ [Comprehensive Preparedness Guide 101: A Guide for All-Hazard Emergency Preparedness Planning](#), FEMA March 2009.
- ❖ [Lewis & Clark County Community Wildfire Protection Plan, LCCO, 2005.](#)
- ❖ [LCCO & DNRC Cooperative Fire Management Plan, 2007.](#)
- ❖ [Lewis & Clark County Population Protection Plans:](#)

Plan	Map	

- ❖ [Lincoln Fire Evacuation Plan](#)
- ❖ [National Incident Management System](#), Department Of Homeland Security, 2008
- ❖ [National Response Framework](#), Department of Homeland Security, 2007
- ❖ [State Of Montana Emergency Response Framework](#), Montana Disaster And Emergency Services, 2010
- ❖ [South Hills Wildfire Response Plan, 2010.](#)
- ❖ [Target Capabilities List](#), Department of Homeland Security, 2007
- ❖ [Universal Task List](#), Department of Homeland Security, 2007

## Section II: Emergency Support Functions

# ATTACHMENT 1: COUNTY FIRE DISTRICTS MAP

*Click to enlarge*

