

ESF 4: Fire Services

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Section II: Emergency Support Functions

1.0 Introduction

Coordinating Agency:

- Lewis & Clark County Fire Services

Primary Agency:

- Lewis & Clark County Fire Services

Support Agencies:

- Augusta Rural Fire Department (FD)
- Baxendale FD
- Birdseye FD
- Canyon Creek FD
- Dearborn FD
- East Helena FD
- East Helena Valley FD
- Eastgate Rural FD
- Helena City FD
- Helena Regional Airport Fire Department
- LCCO Valley FD
- Lincoln FD
- Marysville Rural FD
- Tri-Lakes FD
- Veteran's Administration (VA) Fire Department
- West Helena Valley Rural FD
- Westside FD
- Wolf Creek/Craig FD
- York FD
- Lewis & Clark County Disaster & Emergency Services
- Lewis & Clark County Rural Fire Council
- Tri-County Fire Safe Working Group
- Law Enforcement Agencies
- City/County 911 Dispatch Center
- Montana Department of Natural Resources & Conservation (DNRC)
- US Forest Service (USFS)
- Bureau of Land Management (BLM)
- Helena Interagency Dispatch Center (HIDC)
- Public Works Agencies
- Public Health Agencies
- Chief Elected Officials
- Elkhorn C.O.A.D.
- Capital City Amateur Radio Club (CCRC)/Amateur Radio Emergency Services (ARES)
- Montana Disaster & Emergency Services (DES)

1.1. 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.

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1.2. 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/guidelines that are contained in other documents.

1.3 ESF Activation & Plan Maintenance

ESF 4 may be activated independently or in conjunction with other ESFs, depending on the needs of the situation. The ESF 4 Coordinating and Primary Agencies will be responsible for review and revision of this annex.

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 should keep this document valid and useful. Regular testing and exercising should establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

1.4 Policies

- ❖ Fire response activities should operate under existing authorities and regulations.
- ❖ 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 SOP/SOGs.
- ❖ 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.

2.0 Situation & Assumptions

2.1. Situation

- ❖ 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.
- ❖ 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.
- ❖ 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.
- ❖ Mutual aid agreements exist between the participating fire services in the county which detail the support that each entity may 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.
- ❖ 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.
- ❖ Over 4,100 homes in the county have been identified as being in the “Medium” or higher risk categories for wildland fuel hazards.
- ❖ 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.
- ❖ 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.

2.2. Assumptions

- ❖ 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.
- ❖ In a disaster some firefighting resources may become scarce or damaged. State and other resources may be called 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 Incident Command System (ICS) together with compatible firefighting equipment and communications.

3.0 Concept of Operations

3.1. General

Fire suppression is divided into three distinct response categories:

Urban Fires

- ❖ 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.
- ❖ 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.
- ❖ 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.

Wildland Fires

- ❖ 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.
- ❖ 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.
- ❖ 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.

Wildland Urban Interface (WUI)

- ❖ The WUI is that area where urban development borders or overlaps upon forest or grassland area. Fires that occur in the WUI are managed in accordance with existing mutual aid agreements and response plans.

3.2 Notifications

- ❖ Fire Services in Lewis & Clark County are initially notified by 911 Dispatch of the need to respond. On-scene assistance is likewise requested through either the County Dispatch or the Helena Interagency Dispatch Center (HIDC), depending on the support

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needed. Notifications and requests for assistance should be made in accordance with established Mutual Aid agreements and the [LCCO & DNRC Cooperative Fire Management Plan](#). Requests for Fire services support to help coordinate ESF 4 activities in the EOC should be made by the DES Coordinator.

3.3 Preparedness

- ❖ Review/revise/develop plans, programs, and agreements on fire-related public safety protection activities, including region-wide or interstate automatic and mutual aid response protocols.
- ❖ Develop procedures/guidelines and protocols for coordinating protective action communications with at-risk population on-scene.
- ❖ Develop plans, procedures/guidelines, and protocols for resource management in accordance with the National Incident Management System (NIMS), and include pre-positioning of resources to efficiently and effectively respond to an event.
- ❖ Establish procedures/guidelines for coordinating all public information releases through the County Public Information and/or City Public Information Officer.
- ❖ Establish criteria for relocating fire operations in the event present facilities must be evacuated.
- ❖ Establish communication links with law enforcement agencies for coordination of warning and evacuation confirmation functions. ([See ESF #3](#))
- ❖ Appoint a representative to assist in the County EOC.

3.4 Response

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.
- ❖ Upon determination of fire protection responsibility and the need for additional resources, management responsibility may pass from local to state or federal agencies.
- ❖ In a disaster, several ICS units may be established to manage the significant areas of need. The IC should adapt the management structure to reflect the need and complexity of the incident. A Unified Command may be established.
- ❖ The IC may also take other management steps such as requesting activation of the EOC, and requesting fire activities coordination by a Rural Fire Coordinator and/or DNRC agency representative within the EOC.

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- ❖ The EOC may provide support to the Incident Commander(s) in such areas as evacuation, communications, transportation, shelter, and any other resources required.
- ❖ A situation map may be maintained by the EOC Planning Section to illustrate the affected areas and any other pertinent information such as anticipated fire activity and possible evacuation routes.
- ❖ Fire agencies may request activation of the Local Incident Support Team, (LIST), or a State or Federal Incident Management Team (IMT) to assist with managing the incident.
- ❖ Fire agencies may request activation of other local agency resources, such as Search and Rescue units, or law enforcement. These resources may be made available if not otherwise occupied. All non-traditional resource requests should be made to the County EOC.
- ❖ Law Enforcement may provide traffic control, scene security, and assist with movement of people and animals in the case of evacuation.

Emergency Management (DES)

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

Fire Agencies

- ❖ Notify key staff based on information received from 911 Center, HIDC, and/or the EOC.
- ❖ Activate emergency operating procedures/guidelines.
- ❖ Respond to calls for fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
- ❖ Provide temporary power and emergency lighting at emergency scenes when needed.
- ❖ Assist in warning the public of evacuations, traffic routing, and/or traffic control, when possible.
- ❖ Initiate mutual aid contingency plan, when needed.
- ❖ Provide for personnel accountability.
- ❖ Relocate fire apparatus as conditions warrant.
- ❖ Support emergency operations as defined in agency emergency operating procedures/guidelines or as requested by the EOC, such as damage assessment.

Public Information

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

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3.5 Recovery

Emergency Management (DES)

- ❖ Continues EOC operations until it is determined that EOC coordination is no longer necessary.
- ❖ Updates plans and procedures/guidelines based on critiques and lessons learned during an actual event.

Fire Agencies

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

3.6 Mitigation

- ❖ Conduct fire code inspections and coordinate with appropriate personnel for building inspections and compliance strategies.
- ❖ Conduct fire education and life safety training and education programs.
- ❖ Conduct building plan reviews to reduce or eliminate hazards.

4.0 Organization & 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/Guidelines (SOP/SOG) 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.*

4.1 . Organization

On-Scene:

- ❖ Resources at fire scenes should be organized and managed using the Incident Command System.

EOC:

- ❖ The ESF 4 (fire) representatives in the EOC may be organized under the Operations Support 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 Elkhorn C.O.A.D. as needed.

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4.2 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.

ESF Coordinator

- ❖ Works with support agencies to establish and review departmental roles and responsibilities for preparedness, and for providing resource support during the response and recovery phases of an emergency or disaster.
- ❖ Coordinate back-up plan for staffing the EOC in the event that designated staff are unavailable to respond due to event conditions.

Primary Agency(s)

- ❖ Maintain and review ESF 4 Annex and Mutual Aid agreements as needed.
- ❖ Implement public information and public education strategies that clearly define the resource support needs of local agencies, and how to support the program.
- ❖ If an emergency occurs within the County limits, the Fire Agency in which the emergency occurs should exercise overall authority for fire services activities and responsibilities.
- ❖ Coordinate 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/guidelines.
- ❖ Establish Incident Command.
- ❖ Support warning and evacuation efforts.
- ❖ Coordinate medical response.
- ❖ Coordinate hazardous materials response, as appropriate, upon acceptance of and within the boundaries of the incident command structure and agency training and capability.

Support Agencies

Emergency Management (DES)

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

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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.

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.

Helena Interagency Dispatch Center (HIDC)

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

Montana National Guard

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

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.

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.

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

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

5.0 Authorities and References

5.1. Authorities

- ❖ See [Section 5.1 of Basic Plan](#).
- ❖ [Montana Code Annotated \(MCA\) Title 7, Chapter 33 – Fire Protection](#)
- ❖ [MCA 10-3-4](#): Gives principal executive officers 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](#) gives principal executive officers 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,*

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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](#)
- ❖ MTDNRC-MDT Traffic Control MOU - 2007

5.2. References

- ❖ See [Section 5.2](#) of Basic Plan.
- ❖ Lewis & Clark County Community Wildfire Protection Plan, 2015.
- ❖ [LCCO & DNRC Cooperative Fire Management Plan, 2007.](#)
- ❖ Lewis & Clark County Population Protection Plans. 2010. (see [Attachment 6.2](#))
- ❖ Lewis & Clark County EOP. May 2011. ESF 4: Fire Services
- ❖ [Lincoln Fire Evacuation Plan](#)
- ❖ South Hills Wildfire Response Plan. 2011.
- ❖ National Response Framework. January 2008. ESF 4 – Firefighting.
- ❖ Core Capabilities List. October 2015.

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Attachment 1: Acronyms

Acronym	Meaning
ARES	Amateur Radio Emergency Services
BLM	Bureau of Land Management
CCRC	Capitol City Radio Club
CFMP	Cooperative Fire Management Plan
DES	Disaster And Emergency Services
DESC	DES Coordinator
DNRC	Dept. of Natural Resources & Conservation (Montana)
EAS	Emergency Alert System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FD	Fire Department
FEMA	Federal Emergency Management Agency
HIDC	Helena Interagency Dispatch Center
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
LCCO	Lewis & Clark County
LIST	Local Incident Support Team
MCA	Montana Code Annotated
MDT	Montana Department of Transportation
MHP	Montana Highway Patrol
NIMS	National Incident Management System
P.L.	Public Law
PIO	Public Information Officer
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
USDA	US Dept. of Agriculture
USFS	US Forest Service
VA	Veteran's Administration
WUI	Wildland Urban Interface

C.O.A.D. Community Organizations Active in Disasters

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Attachment 2: Definitions:

Defensible Space: Defensible space means an area, either natural or manmade, where material capable of allowing a fire to spread unchecked has been treated, removed, or modified to slow the rate and intensity of an advancing wildfire and to provide a safe working area for wildfire suppression operations to occur while protecting life and/or improved property.

Development: land use development or construction projects that involve substantial property improvement and usually a change in the land use character within a subject property or properties. Such development generally involves using land for residential or commercial/industrial purposes.

Evacuation: the temporary movement of people and their possessions from locations threatened by a hazard.

Fire Protection Plan: a document prepared for a specific project or development proposed for the WUI area. It describes ways to minimize and mitigate the fire problems created by the project or development, with the purpose of reducing impact to (and enhancing) the community's fire protection delivery system.

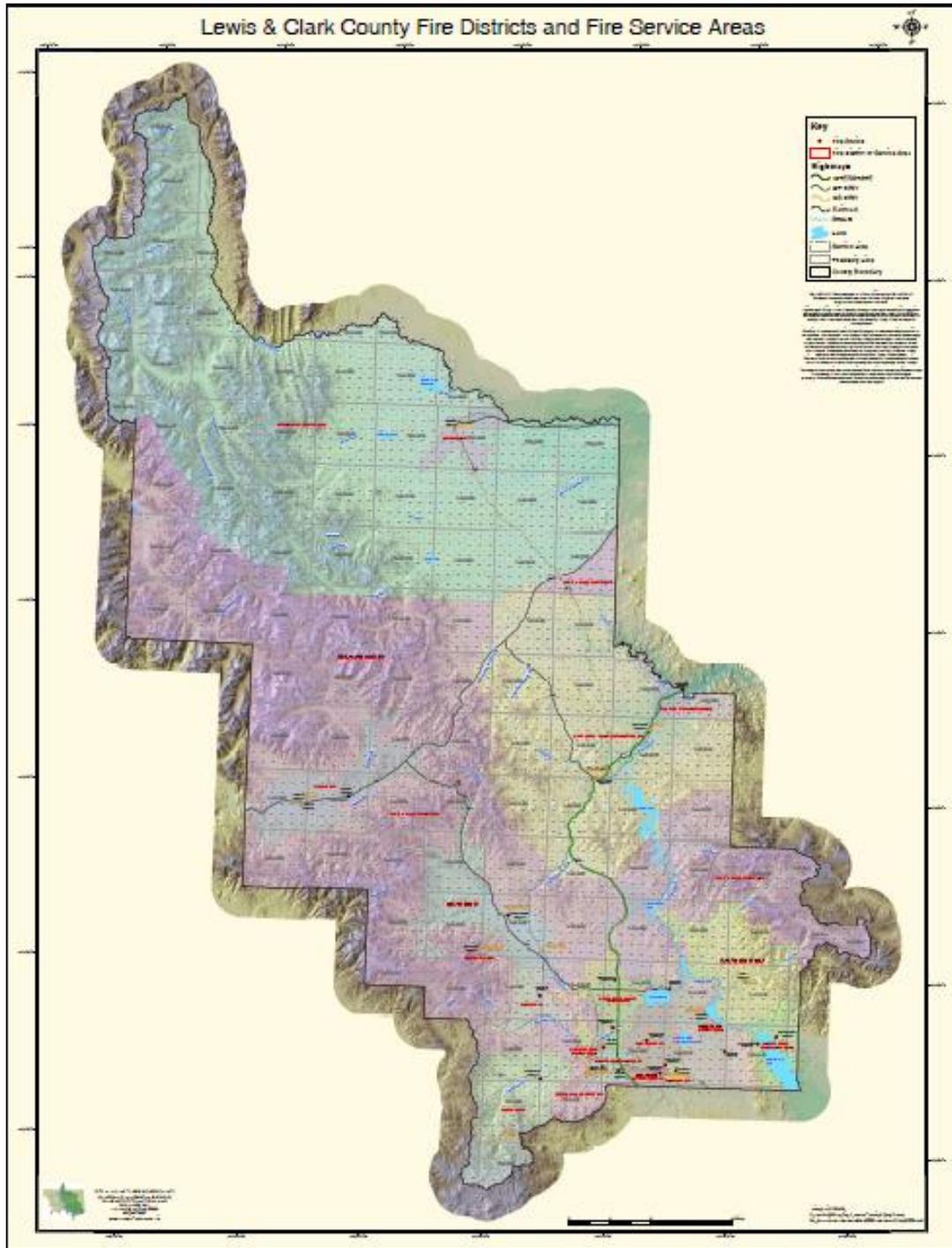
Structure : that which is built or constructed, an edifice or building of any kind, or any piece of work artificially built-up or composed of parts joined together in some definite manner.

Wildland-Urban Interface (WUI): the line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

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Attachment 3: County Fire Districts Map

Click to enlarge



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Attachment 4: Population Protection Plans

Plan	Map	Comments
Lewis & Clark County		
<u>Colorado Gulch</u>	<u>Colorado Gulch</u>	
<u>Dearborn Fire Service Area</u>	<u>Dearborn Fire Service Area</u>	
<u>HWY 12 W Corridor</u>	<u>HWY 12 W Corridor</u>	
Lewis & Clark County Full	<u>Lewis & Clark County Full</u>	
	<u>Lewis & Clark County Full2</u>	
<u>Priest Pass</u>	<u>Priest Pass</u>	
<u>South Hills</u>	<u>South Hills Evac Routes</u>	
<u>South Hills IAP – City</u>		
<u>South Hills IAP – Rural</u>	<u>South Hills - Rural</u>	
<u>Ten Mile Drainage</u>	<u>Ten Mile Drainage</u>	
<u>Tri-Lakes</u>	<u>Tri-Lakes Causeway</u>	
	<u>Tri-Lakes Spokane Hills</u>	
<u>West Valley</u>	<u>West Valley Area 1</u>	
	<u>West Valley Area 2-3</u>	
	<u>West Valley Area 4-5-6</u>	
<u>Wolf Creek</u>	<u>Wolf Creek Area A</u>	
	<u>Wolf Creek Area B</u>	
	<u>Wolf Creek Area C</u>	
	<u>Wolf Creek Area D-G</u>	
	<u>Wolf Creek Area E</u>	
<u>York</u>	<u>York Area 1</u>	
	<u>York Area 2</u>	
	<u>York Area 3</u>	