

# Emergency Support Function



# 2022

## Annex # 4 Firefighting



Authorization & Concurrence:

This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework (MERF)** is activated. It supersedes all previous editions.

Approved: \_\_\_\_\_

Date: \_\_\_\_\_



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## **Section I: Agencies**

### ***Coordinating Agency:***

Montana Disaster & Emergency Services

### ***Primary Agency:***

Montana Department of Natural Resources & Conservation

### ***Support Agencies:***

Montana Department of Military Affairs  
Montana Department of Environmental Quality  
Montana Department of Transportation  
Montana Department of Justice  
Montana Department of Corrections  
Montana Fish, Wildlife, and Parks  
Montana Department of Livestock  
Montana State University Extension

## **Section II: Purpose & Scope**

### ***Purpose:***

Emergency Support Function (ESF) #4 – Firefighting provides support for the detection, management, and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an all-hazard incident requiring a coordinated national response for assistance.

### ***Scope:***

ESF #4 coordinates state personnel, equipment, and supplies in support of tribal and local agencies involved in response to fires and emergencies exceeding the capabilities of local and tribal resources.

The activities within the scope of ESF #4 include the following:

- Provides wildland and structure firefighting resources to local, state, and tribal agencies in support of firefighting and emergency operations.
- Provides command, control, and coordination of resources (to include incident management teams, area command teams, and multi-agency coordination group support personnel) to local, state, and tribal agencies in support of firefighting and emergency operations.
- Provides direct liaison with local, state, and tribal emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate.
- Provides support to enhance the resilience of local, state, and tribal firefighting agencies.
- Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance.
- Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the environment to which they are assigned; and ensures that all employees involved in response will be supported and managed by an agency leader, agency liaison, or interagency incident management team.
- Ensures that an incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified.

- Provides expertise and personnel to assist with assessment of emergency services sector critical infrastructure.
- Provides radio communications systems to support firefighters, law enforcement officers, and fire management and suppression operations.

## **Section III: Assumptions & Relationships**

### ***Assumptions***

For the purpose of designing responses in an all-hazard environment, this annex outlines the following assumptions:

- Urban, rural, and wildland fires will be significant secondary hazards after a major, widespread event (such as an earthquake) and will place extraordinary demands on available firefighting resources and logistics support systems.
- In a disaster, some firefighting resources may become scarce or damaged. Assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources may be relied upon.
- Wildland firefighting forces may be diverted to assist in the control of fires in urban areas because of more urgent threats to life, property, and the environment and due to shortages of urban firefighters required to respond to other types of emergencies.
- 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, counties, state, and federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.
- Under the best of circumstances, the management of a large firefighting operation is complex, often involving hundreds of people and several different agencies and local jurisdictions.
- Rescue personnel can encounter extensive damage to structures, which require urban search and rescue expertise not available at all local levels.
- Massive disruptions of communications, transportation, utility, and water systems will cause difficulty in obtaining normal available firefighting resources.
- Due to natural fuels build-up and increased population in wildland urban interface areas, wildfires exceeding the control efforts of local and county resources are becoming more common and more complex.
- Access to damaged areas will be restricted.

### ***Relationships***

This document does not relieve tasked agencies with the responsibility for emergency planning. The following section outlines the relationships between state agencies and local, tribal, private, and non-governmental organization partners in supporting ESF #4 response and recovery activities:

### Local & Tribal Governments

Firefighting is an inherently local responsibility. Local fire resources often receive assistance from other fire departments/agencies through the established Montana Emergency Resource Mobilization Plan. Further assistance can be obtained through an established intrastate mutual aid system. Except where specified in agreements or through a formal delegation of authority, assisting firefighting resources report to and become part of the command structure of the requesting jurisdiction.

Cities, towns, counties, rural fire districts, fire service areas, and other fire protection organizations are responsible for requesting state support through the jurisdiction's Fire Warden and/or emergency management agency when an incident exceeds local capabilities.

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local or tribal incident management system. Shortages of resources are adjudicated at the lowest jurisdictional level. Many firefighting agencies provide additional functions such as emergency medical services, technical rescue, and hazardous materials response. Local and tribal law enforcement offices coordinate with the local or on-site Incident Commander within the disaster area to determine evacuation areas, roadblocks, and access control points.

### Private Sector/Non-Governmental Organizations

Private sector and nongovernmental organizations resources for firefighting support are mobilized through standard contract procedures. The Montana Fire Chief's Association develops procedures for coordinating structural fire mutual aid resources.

### State Government

Coordination with and support of local, state, and tribal wildland fire suppression organizations is accomplished through the Northern Rockies Coordination Center (NRCC). Using existing authorities and agreements, DNRC can mobilize wildland and structure firefighting resources from across the country, as well as from several foreign countries, through the national firefighting mobilization system to incidents anywhere in the United States.

State departments and agencies are responsible, within their statutory authorities, for providing assistance to local jurisdictions when local capabilities are overwhelmed by a disaster. The State Emergency Coordination Center (SECC) serves as the principal point for coordinating state, local, tribal, and federal resources in the coordination of emergency assistance to affected jurisdiction(s).

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support ESF #4 response activities. State resources will supplement, not supplant, local and tribal resources. When activated to respond to an incident, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC.

If the Governor has declared an emergency, resources may be requested through the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system that is processed through the SECC.

## Section IV: Core Capabilities

The following table list the core capabilities and their key activities that the coordinating, primary, and supporting agencies collectively support. Though not listed in the table, all ESFs, including ESF #4, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

<b><u>CORE CAPABILITIES</u></b>	<b>Key Activities</b> – The SECC coordinates with the primary agency and supporting agencies to coordinate resources in support and response for the following key activities during actual or potential incidents:
<b>Fire Management and Suppression</b>	<ul style="list-style-type: none"> <li>• Provides wildland and structure firefighting resources to local, state, and tribal agencies in support of firefighting and emergency operations.</li> <li>• Provides command, control, and coordination of resources (to include incident management teams, area command teams, and multi-agency coordination group support personnel) to local, state, and tribal agencies in support of firefighting and emergency operations.</li> <li>• Provides direct liaison with local, state, and tribal emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate.</li> <li>• Provides support to enhance the resilience of local, state, and tribal firefighting agencies.</li> </ul>
<b>Situational Assessment</b>	<ul style="list-style-type: none"> <li>• Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance.</li> <li>• Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the environment to which they are assigned; and ensures that all employees involved in response will be supported and managed by an agency leader, agency liaison, or interagency incident management team.</li> <li>• Ensures that an incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified.</li> </ul>
<b>Infrastructure Systems</b>	<ul style="list-style-type: none"> <li>• Provides expertise and personnel to assist with assessment of emergency services sector critical infrastructure.</li> </ul>
<b>Operational Communications</b>	<ul style="list-style-type: none"> <li>• Provides radio communications systems to support firefighters, law enforcement officers, and incident response operations.</li> </ul>



## Section V: Operational Functions

The following table lists the operational functions that both the primary agency and supporting agencies most directly support for ESF #4:

<u>PRIMARY AGENCY</u>	<b>Operational Functions</b> – Department of Natural Resources and Conservation (DNRC) serves as the primary agency. The operational functions for the primary agency include:
<p><b>Department of Natural Resources and Conservation</b></p>	<p><b>Forestry Division</b></p> <ul style="list-style-type: none"> <li>• Coordinate firefighting activities. This function is accomplished by mobilizing firefighting resources in support of local, state, tribal, territorial, and insular area wildland, rural, and urban firefighting agencies nationwide.</li> <li>• Provides and coordinates firefighting assistance to other Federal land management; state forestry; and local, tribal, territorial, and insular area fire organizations as requested under the terms of existing agreements and the National Response Framework (NRF).</li> <li>• Supports firefighting operations with personnel, equipment, and supplies under the terms of the current interagency agreement</li> <li>• Provides contracting services through ESF #3 to urban and rural firefighting forces to obtain heavy equipment and/or demolition services to suppress incident-related fires as needed.</li> <li>• Provides marine firefighting assistance, as available, commensurate with each unit’s level of training and the adequacy of available equipment.</li> <li>• Provides qualified personnel to serve during State Disaster / Emergency Declaration incidents.</li> <li>• Provides support personnel at the national, regional, and incident levels.</li> <li>• Provides logistics support through the appropriate Coordination Center for mobilizing resources for firefighting.</li> <li>• In conjunction with the ESF #4 primary agency and other appropriate support agencies, provides direct liaison with local, state, tribal, territorial, and insular area EOCs and fire chiefs in the designated area, as appropriate.</li> <li>• Assists with identification of local structure fire resources not currently available through the existing national firefighting mobilization system and assists with incorporating these resources into the system.</li> <li>• Provides contact with appropriate fire service</li> <li>• Organizations/associations at the national level to ensure any actions by these organizations relative to disaster planning, preparedness, or response are coordinated with the ESF #4 primary agency and other appropriate support agencies.</li> <li>• Provides assistance in identifying an uncontaminated, operational water source for firefighting.</li> </ul>

	<ul style="list-style-type: none"> <li>• Provides assistance in identifying critical water systems requiring priority restoration for firefighting.</li> <li>• Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance.</li> <li>• Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned; and ensures that all employees involved in all-hazard response will be supported and managed by an agency leader, agency liaison, or interagency incident management team.</li> <li>• Coordinates with foreign governments (e.g., Canada) on identification and movement to the United States of assets and resources for firefighting assistance.</li> <li>• Ensures that an all-hazard incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified.</li> <li>• Disseminates information and provides subject matter experts to improve infrastructure protection efforts within the emergency services sector.</li> <li>• Provides assistance with assessment of impacted emergency services sector critical infrastructure.</li> <li>• Provides radio communications systems to support firefighters, law enforcement officers, and incident response operations.</li> <li>• Requests assistance from supporting agencies as necessary to accomplish fire suppression and management responsibilities.</li> <li>• Assumes full responsibility for suppression of wildfires burning on State lands and joins in a unified command with the local jurisdiction on incidents threatening National Forest System lands.</li> <li>• Provides fire/weather forecasting as needed under the terms of existing interagency agreements.</li> <li>• Provides fire/weather support for Agencies with Land Management and Fire Protection Responsibilities.</li> <li>• Provides forecasts of the dispersion of smoke in support of planning and response activities.</li> <li>• Implements the National Wildfire Coordinating Group’s PMS 444 – Guide to Preventing Aquatic Invasive Species Transport by Wildland Fire Operations.</li> </ul> <p><b>Water Resources Division</b></p> <ul style="list-style-type: none"> <li>• Provides urban and industrial hazard analysis support.</li> </ul>
<b>SUPPORTING AGENCIES</b>	<b>Operational Functions</b> – The operational functions for the supporting agencies may include:

<p style="text-align: center;"><b>Montana Department of Military Affairs</b></p>	<p><b>Army and Air National Guard</b> <i>Upon approval by the Governor:</i></p> <ul style="list-style-type: none"> <li>• Provide liaison to the SECC to coordinate National Guard support resources, as requested.</li> <li>• Activate the National Guard Joint Operations Center for the deployment of military support resources.</li> <li>• Establish military liaison with the IC when military support resources are deployed.</li> <li>• Provides radio communications systems and military personnel to support firefighters, law enforcement officers, and incident response operations.</li> </ul> <p><b>Disaster and Emergency Services Division</b></p> <ul style="list-style-type: none"> <li>• Coordinates National Guard assistance, when requested and upon approval by the Governor.</li> <li>• Upon request, coordinates and/or deploys personnel to fill positions in command posts, operations centers and on emergency response teams and other entities as necessary.</li> <li>• Coordinates with DNRC on requesting and applying for the federally funded Fire Management Assistance Grant (FMAG) Program.</li> <li>• Provides assistance in the allocation and prioritization of firefighting resources.</li> <li>• Upon request, provides equipment and personnel as needed for immediate lifesaving response operations.</li> <li>• Coordinates EMAC offers of firefighting assistance and support.</li> <li>• Assists with situational awareness regarding firefighting needs.</li> <li>• Coordinates EMAC, Federal, and International offers of firefighting assistance and support for fires.</li> <li>• Establishes liaison with EMAC personnel on state-to-state requests for firefighting resources to ensure the ESF#4 primary agency and appropriate support agencies are aware of any firefighting resources provided through EMAC.</li> <li>• Coordinates with foreign governments (e.g., Canada) on identification and movement to the United States of assets and resources for firefighting assistance.</li> </ul>
<p style="text-align: center;"><b>Montana Department of Environmental Quality</b></p>	<ul style="list-style-type: none"> <li>• Provides urban and industrial hazard analysis support.</li> <li>• Provides technical assistance and advice in the event of fires involving hazardous materials.</li> <li>• Provides assistance in identifying an uncontaminated, operational water source for firefighting, municipal watersheds, sensitive waterbodies, and reminders for invasive muscle protection.</li> <li>• Provides assistance in identifying critical water systems requiring priority restoration for firefighting.</li> <li>• Provides technical assistance on issues concerning the impacts of firefighting chemicals and hazardous waste, grey water disposal, solid waste disposal, and recycling.</li> </ul>

	<ul style="list-style-type: none"> <li>Disseminates information and provides subject matter experts to improve drinking water and wastewater infrastructure protection efforts within the emergency services sector.</li> <li>Provides forecasts of the dispersion of smoke in support of planning and response activities.</li> <li>Serve as advisors on potential impacts of fire and fire-fighting efforts to electrical transmission systems, underground pipeline associated with liquid fuels, and other energy infrastructure.</li> </ul>
<p><b>Montana Department of Transportation</b></p>	<ul style="list-style-type: none"> <li>Identify, train, and assign MDT personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation.</li> <li>Maintain inventories of MDT assets that may be utilized to support fire service operations.</li> <li>Provide equipment, fuel, personnel, shop service, and transportation assets to support fire service operations.</li> </ul>
<p><b>Montana Department of Justice</b></p>	<p><b>Highway Patrol</b></p> <ul style="list-style-type: none"> <li>Assist in providing evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations.</li> </ul> <p><b>Fire Prevention &amp; Investigation Section (State Fire Marshal)</b></p> <ul style="list-style-type: none"> <li>Task personnel to accomplish support responsibilities.</li> <li>Provide assistance to local agency fire organizations and the Montana Department of Natural Resources and Conservation as requested.</li> <li>Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.</li> </ul> <p><b>Montana Analysis &amp; Technical Information (MATIC)</b></p> <ul style="list-style-type: none"> <li>Designated by the Governor as the fusion center in Montana.</li> <li>A focal point for the collection, analysis, and dissemination of public safety and threat related information for the purposes of decision making for local, state, federal, and tribal partners while ensuring the rights and privacy of citizens.</li> <li>Provides relevant information on criminal activity and credible threats that could potentially threaten public safety and critical infrastructure security to appropriate partners.</li> </ul>
<p><b>Montana Department of Corrections</b></p>	<ul style="list-style-type: none"> <li>Provides minimum-security inmate personnel for firefighting crews and other emergency or disaster work.</li> <li>Provides shelter for emergency or disaster victims at correction facilities, as possible.</li> <li>Provides personnel and equipment to assist with special assignments.</li> </ul>
<p><b>Montana Fish, Wildlife, and Parks</b></p>	<ul style="list-style-type: none"> <li>Montana Department of Fish, Wildlife and Parks Provides Wardens to assist with traffic control, evacuations, communications, law, or other logistical assignments.</li> <li>Provides available reconnaissance aircraft and transport, as requested.</li> <li>Provides available road repair equipment, flatbed trucks, and 4-wheel drive vehicles, as requested.</li> </ul>

	<ul style="list-style-type: none"> <li>• Provides facilities, as available, to support incident operations.</li> </ul>
<p><b>Montana Department of Livestock</b></p>	<ul style="list-style-type: none"> <li>• Assist with evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations.</li> </ul>
<p><b>Montana State University</b></p>	<p><b>Extension Service</b></p> <ul style="list-style-type: none"> <li>• Provide fire and rescue training through the Fire Services Training School.</li> </ul>