



Firefighting

ESF 4



Wisconsin Emergency Response Plan
Firefighting

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Natural Resources (DNR)
Wisconsin Governmental Support Agencies	Department of Corrections (WI DOC) Department of Justice/Division of Criminal Investigation (WI DOJ/DCI) Department of Safety & Professional Services (DSPS) Tribal or Municipal Authority Having Jurisdiction (AHJ) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

- 1.1.1 Emergency Support Function (ESF) 4 establishes state level coordination of local and state resources to respond to structural, specialized, and wildland fires resulting from natural and manmade causes requiring fire suppression using principals identified in the National Incident Management System (NIMS).

1.2 Scope

- 1.2.1 ESF 4 is an integral element of the Wisconsin Emergency Response Plan (WERP) and applies to state agencies and state-owned firefighting equipment and resources.
- 1.2.2 ESF 4 supports and coordinates firefighting and EMS activities and provides personnel, equipment, and supplies in support of county, tribal, and local governments.
- 1.2.2.1 Fire service activities related to search and rescue (SAR) are covered in ESF 9.
- 1.2.2.2 Fire service activities related to hazardous materials responses are covered in ESF 10.
- 1.2.3 The Concept of Operations section of ESF 4 is sub-divided into two subparts.
- 1.2.3.1 Subpart A relates to all fire protection, prevention, and investigation except for wildland firefighting in unincorporated portions of the state.
- 1.2.3.2 Subpart B relates to wildland firefighting in unincorporated portions of the state. Wisconsin Statutes § 26.11 assigns responsibility for prevention, detection, and suppression of forest fires in unincorporated portions of Wisconsin to the DNR.
- (1) NR 30.01 and NR 30.02 of the Wisconsin Administrative Code authorizes the DNR Division of Forestry to assume command of firefighting operations in portions of Wisconsin covered by § 26.11.



- (2) The DNR may request assistance for wildland firefighting through the Mutual Aid Box Alarm System – Wisconsin (MABAS WI) or other established mutual aid agreements. Agencies assisting the DNR at a wildland fire where the DNR has command shall follow policies, procedures, and protocols established by the DNR and published in DNR manuals, handbooks, and guidelines.
- (3) Within incorporated areas of Wisconsin, the DNR may respond to requests for wildland firefighting assistance from other agencies.

1.3 Policies

- 1.3.1 In accordance with § 323.13 (1)(c) and (d), Wis. Stats., firefighting operations are conducted using the Incident Command System (ICS).
- 1.3.2 Policies and procedures for on-scene fire service operations are contained in local agency standard operating procedures (SOPs), standard operating guidelines (SOGs), and other protocols.
- 1.3.3 Support for firefighting activities is prioritized first to the safety of human life, then to protection of property, and then to protection of the environment.
- 1.3.4 The established mechanism for a fire department to obtain emergency assistance from neighboring fire departments is through mutual aid.
 - 1.3.4.1 Mutual aid agreements generally:
 - (1) Establish procedures for a fire department to obtain emergency services from another fire department without charge.
 - (2) Establish procedures for incorporating resources from outside jurisdictions into operations in the requesting jurisdiction.
 - (3) Establish policies regarding worker’s compensation, liability for firefighter injuries, support for firefighters and their equipment while deployed, and other administrative functions.
 - (4) Establish policies for reservicing, repair, or replacement of equipment provided under mutual aid and for workers compensation.
 - 1.3.4.2 Wisconsin Administrative Code Chapter WEM 8 establishes policies and procedures for mutual aid through MABAS WI. Refer to Attachment 1. Mutual Aid Box Alarm System – Wisconsin (MABAS WI).
 - (1) The purpose of MABAS WI is to coordinate the effective and efficient provision of mutual aid during emergencies, natural disasters, or manmade catastrophes. MABAS WI is not intended to relieve a community of their responsibilities to provide adequate emergency services for local emergencies. When a local unit of government exhausts its resources, MABAS



WI can be activated by the stricken community and through a systematic plan. MABAS WI will provide:

- (A) Immediate assistance to a requesting jurisdiction with personnel and equipment.
 - (B) Response teams of: firefighters, emergency medical personnel, hazardous materials teams, technical rescue specialists, dive teams, etc.
 - (C) Access to specialized equipment.
 - (D) A contractual agreement covering responsibilities and liabilities for its members.
 - (E) Standardized policies and procedures for mutual aid.
 - (F) An organization comprising fire departments from Illinois, Indiana, Iowa, Missouri, Michigan, and Wisconsin.
- (2) Access to MABAS WI:
- (A) For fire departments is through the VHF Interagency Fire Emergency Radio Network (IFERN) radio frequency using procedures published by MABAS WI.
 - (B) For entities other than fire departments is through the WEM Duty Officer (DO) system or the WEM Fire Service Coordinator (FSC).
- (3) MABAS Wisconsin Policies, Procedures, & Guidelines and other information relating to MABAS WI is available on their website <http://www.mabaswisconsin.org>.

1.3.4.3 Additional personnel and equipment resources are available outside the MABAS WI system and include:

- (1) Mutual Aid Net, a software application provided jointly by the International Association of Fire Chiefs and FEMA to serve as a resource database and mutual aid deployment tool.
- (2) WI DOC inmate task forces and strike teams and DNR wildland firefighting personnel and equipment. These resources can be made available through the State Emergency Operations Center (SEOC) or WEM DO system.
- (3) WING resources through the WING Joint Operations Center (JOC).
- (4) Interstate mutual aid agreements between Wisconsin and surrounding states through standing mutual aid agreements between municipalities or through the Emergency Management Assistance Compact (EMAC) requested by the SEOC or WEM DO system.



- (5) Federal resources through a joint field office (JFO), where established, or through the FEMA Region V Regional Response Coordination Center (RRCC). Such requests are made through the SEOC or the WEM DO system.
- (6) Federal resources through WDNR DNR's "Cooperative Wildland Fire Management and Stafford Act Response Agreement" with USDA-FS-Northeast Area State and Private Forestry.
- (7) DNR also has agreements with the National Park Service, US Fish and Wildlife, and BIA for forest fire response.

1.3.4.4 The size or complexity of an incident may dictate whether a local jurisdiction should request one or more incident management teams (IMTs).

- (1) If the SEOC is at Level 5 or Level 4, the request is through the WEM DO system.
- (2) If the SEOC is at Level 3 or above, the request is through the SEOC.

1.3.5 Situation and damage assessment information is transmitted through established channels:

1.3.5.1 If the SEOC is at Level 5 or Level 4, information is transmitted through the WEM DO system.

1.3.5.2 If the SEOC is at Level 3 or above, information is transmitted through the SEOC.

2. Concept of Operations – Municipal Firefighting

2.1 General

- 2.1.1 Municipalities are responsible for fire prevention, protection, and origin and cause investigation within their jurisdiction. This responsibility is met by either establishing a fire department, or by contracting with other municipalities that have fire departments.
 - 2.1.1.1 DSPS/Division of Safety and Buildings, regulates firefighter health and safety, administers the state's Fire Prevention Code, and maintains a list of recognized public and private fire departments.
- 2.1.2 Certain larger industrial companies establish fire brigades for quick response to fires on their properties. Fire brigades provide only first response capability and are augmented by municipal fire departments for sustained operations.
- 2.1.3 Larger airports may establish an aircraft crash-rescue fire department or contract for such service for quick response to airfield incidents. The quantity and volatility of aircraft fuels cause rapidly expanding fires that can cause loss of life and very high dollar losses. As with industrial fire brigades, most crash-rescue fire departments are augmented by municipal fire departments for sustained operations.



- 2.1.4 State level support for firefighting activities is provided:
 - 2.1.4.1 If the SEOC is at Level 5 or Level 4, through the WEM DO system.
 - 2.1.4.2 If the SEOC is at Level 3 or above, through the SEOC.

2.2 Wisconsin Fire Service Emergency Response Plan

- 2.2.1 WEM, through the FSC, the Wisconsin State Fire Chiefs Association, and MABAS WI have collaborated to create the Wisconsin Fire Service Emergency Response Plan. The plan provides fire chiefs with access to a large pool of fire service resources, which may be needed when local and mutual aid resources are, or may become, depleted. The plan provides for the systematic organization, mobilization, deployment, and management of resources at a major fire, disaster, or other emergency.
- 2.2.2 The Wisconsin Fire Service Emergency Response Plan primarily addresses fire departments participating in MABAS WI. Fire departments which are not members of MABAS WI may also request resources through the plan.
- 2.2.3 The SEOC, WEM FSC, WEM DO, and WEM senior duty officer (SDO) utilize the plan to coordinate all fire service related resources throughout Wisconsin. The Wisconsin Fire Service Emergency Response Plan:
 - 2.2.3.1 Provides a simple method to quickly activate fire, rescue, EMS, and specialized personnel and equipment.
 - 2.2.3.2 Provides an interface between MABAS WI and the WERP.
 - 2.2.3.3 Complements other emergency management plans at the local and state level.
 - 2.2.3.4 Does not diminish or replace local command and control of an incident or the initial response of MABAS WI resources.
- 2.2.4 The Wisconsin Fire Service Emergency Response Plan is activated through a request to the WEM DO system. Information the WEM DO or SDO will require can be found in the DO's Incident Assessment Checklist, as well as in of the Wisconsin Fire Service Emergency Response Plan.

2.3 ESF 4 Mobilization Triggers

- 2.3.1 ESF 4 may be activated when:
 - 2.3.1.1 A local jurisdiction requests fire service resources beyond those available locally or through existing mutual aid agreements due to a specific incident.
 - 2.3.1.2 The fire service resources within an area of the state are drawn down to a point where they may be overwhelmed should a large incident occur.
 - 2.3.1.3 A larger incident or disaster creates a fire danger that locally available resources may not be able to control.



2.3.1.4 In the judgment of the responsible local officials, additional fire service resources beyond those available locally or through existing mutual aid agreements are required.

2.3.2 ESF 4 may be activated by:

2.3.2.1 The adjutant general

2.3.2.2 The WEM administrator, WEM FSC, WEM DO, or SDO

2.3.2.3 The SEOC Manager when the SEOC is at Level 3 or above

2.3.2.4 A county emergency management director or WEM regional director

2.3.2.5 DNR

2.4 Organization

2.4.1 The ESF 4 coordinator is:

2.4.1.1 When the SEOC is at Level 5 or Level 4, the WEM FSC or the WEM DO or SDO.

2.4.1.2 When the SEOC is at Level 3 or above, the WEM FSC or the ESF 4 representative in the SEOC.

2.5 ESF Activities - Municipal Firefighting

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those activities that are unique to ESF 4 – Municipal Firefighting and it is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Respond to and suppress hostile fires. • Prioritize the deployment of resources for fire suppression. • Utilize ICS for command and control of all emergency response resources at emergency scenes. • Assess the need for and acquisition of resources beyond those immediately available. • Establish and maintain contact with the WEM FSC: <ul style="list-style-type: none"> ○ Request additional resources through MABAS WI. ○ Provide updated incident status information to maintain situational awareness. ○ Provide information on damage, fatalities, injuries, evacuated facilities and persons, shelter information, and other information pertinent to the incident. 	Local



Action Item	Agency
<p>Warning and Communications Officer:</p> <ul style="list-style-type: none"> • Provide interoperable communications capabilities and equipment in accordance with ESF 2, including: <ul style="list-style-type: none"> ○ Portable radio repeaters on designated interoperable frequencies. ○ Radio interconnection equipment (ACU-1000, etc.). ○ Portable two-way radio equipment. ○ Redundant communications capabilities through Wisconsin Radio Amateur Civil Emergency Services (RACES) and other sources. ○ Satellite telephone equipment. • When requested, provide and operate mobile command and control centers. <p>Emergency Police Services (EPS) Deputy Director:</p> <ul style="list-style-type: none"> • Coordinate incident-related law enforcement resource requests through the Area EPS Directors: <ul style="list-style-type: none"> ○ Act as point of contact for regional or statewide mutual aid law enforcement resources. ○ Assist in coordinating local law enforcement response, as requested. ○ Coordinate with the affected county(ies) for dispatching EPS resources. • Participate in state, county, tribal, or local EOCs as requested. • When requested, coordinate assistance from other law enforcement agencies including: <ul style="list-style-type: none"> ○ DNR law enforcement section. ○ Other state’s law enforcement agencies through interstate mutual aid agreements. ○ WING through the JOC. ○ Federal law enforcement agencies through EMAC. • Coordinate with ESF 13 and ESF 1 for security of evacuation routes. • Assist and provide security for SAR units DNR, WisDOT/WSP, Wing CAP, urban search and rescue (USAR), and federal assets in accordance with ESF 9. <p>WEM FSC:</p> <ul style="list-style-type: none"> • Act as the point of contact for MABAS WI to ESF 4 via the WEM DO system or the SEOC, as appropriate. • Coordinate with ESF 13 through the WEM Deputy EPS Director. • Coordinate with ESF 9 for SAR resources. 	DMA/WEM

Table 3: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Prepare and process time and expense records for ESF 4 entities. 	All Supporting Agencies Private Sector
<ul style="list-style-type: none"> • Conduct fire origin and cause investigations for all fatal fires or fires with \$1,000,000 in losses. • Upon request, assist with fire origin and cause investigation for fires not meeting the above thresholds. 	WI DOJ/DCI
<ul style="list-style-type: none"> • Conduct fire origin and cause investigation(s). 	Local
<ul style="list-style-type: none"> • Inventory, repair, and replace equipment used in the incident response phase. 	Owning Agencies
<ul style="list-style-type: none"> • Coordinate with ESF 14 for long-term incident recovery activities. 	SEOC



3. Concept of Operations – Wildland Forest Firefighting

3.1 General

- 3.1.1 The DNR is vested with power, authority and jurisdiction in all matters relating to the prevention, detection, and suppression of forest fires outside the limits of villages and cities in the State of Wisconsin.
- 3.1.2 Management of DNR fire suppression resources is coordinated through the DNR district forestry leadership with direction and oversight from the DNR Command Center.
- 3.1.2.1 When the DNR Command Center is activated, it assumes command of all DNR fire control resources to provide for continued statewide fire protection through aggressive initial attack while supporting the on-going event(s). The DNR Command Center also provides broad policy, coordination, and logistical support to affected agencies and personnel.
- 3.1.2.2 Responsibility for fire assessment and resource requirements lies with the DNR Incident Commander in coordination with the district forestry leadership. The DNR Command Center may be activated upon request from a district or when statewide fire conditions and fire occurrence are elevated.
- 3.1.2.1 The District Forestry Leader submits equipment and personnel resource requests to the DNR Command Center
- (1) In cases where multiple significant wildland fires are occurring simultaneously, the DNR Command Center prioritizes resource allocations based on:
 - (A) Life safety considerations to responders and the general public.
 - (B) Property protection and conservation.
 - (C) Natural resources protection and conservation.
 - (2) The DNR Command Center coordinates filling equipment and personnel resource requests from within Wisconsin. When required resources are not available in-state, the DNR Command Center requests resources through the Great Lakes Forest Fire Compact or through the Eastern Area Coordination Center, as needed.

3.2 Organization

- 3.2.1 The DNR is organized into three forestry administrative districts. Each administrative district has one incident management team (IMT). Within this district system, the Forestry Division has seven areas identified within the organized fire protection areas of Wisconsin where the DNR has initial attack responsibilities for wildland fires. Within each of these seven areas, the DNR Forestry Division has the following wildland firefighting resources:



- 3.2.1.1 An Area Forestry Leader (Incident Commander Type 3 minimum qualification).
 - 3.2.1.2 Dispatch center.
 - 3.2.1.3 Wildland fire suppression equipment (e.g. engines, tractor-plows, low ground units, etc.).
 - 3.2.1.4 Wildland firefighting equipment cache, including personal protective equipment (PPE), suppression equipment, and support equipment for one 20-person hand crew.
 - 3.2.1.5 Forest Rangers for operational IMT roles, fire investigation, and law enforcement activities pertaining to wildland fire situations
- 3.2.2 All areas outside the organized fire protection areas are considered the cooperative area. Within the cooperative area, the local affected municipality can request the DNR to assume command of a wildland fire after the expenditure of \$3000 in suppression activities.
- 3.2.2.1 Should it become necessary, due to the size, scope, or magnitude of the incident, to transfer command to a DNR IMT, a written "Delegation of Authority" must be provided specifying the authority being granted to the DNR IMT by the local municipality.

3.3 ESF Activities – Wildland Forest Fighting

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those activities that are unique to ESF 4 – Wildland Forest Fighting and it is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.



Table 4: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Identify persons at risk from fire, smoke, and heat, both immediately and in the future. • Issue evacuation advisories. <ul style="list-style-type: none"> ○ Coordinate with ESF 15 for public communications. • Coordinate with ESF 6 to establish reception centers and shelters. • Deny entry to areas immediately threatened by fire. <ul style="list-style-type: none"> ○ Coordinate with ESF 13 to establish roadblocks, checkpoints, and other means to control entry to endangered areas. ○ Coordinate with ESF 15 for public communications. • Determine the necessary response resources and availability. • Prioritize and coordinate the acquisition and deployment of ESF 4 resources for fire suppression. • Coordinate with ESF 2 for the utilization of common communications equipment, radio frequencies, and infrastructure. • Assess the need for and obtain logistical and other support, as required. • Provide staff to the SEOC to coordinate ESF 4 activities, as needed. • Generate information to be included in SEOC briefings, situation reports, and incident action plans. • Compile damage information obtained from local and county emergency management directors and other municipal and state agencies for wildland fires and report that information through ESF 5. 	<p>Incident Commander</p>

Table 5: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Conduct fire origin and cause investigations for all fatal fires or fires with \$1,000,000 in losses. • Assist with fire origin and cause investigations for fires not meeting the above thresholds, as requested. 	<p>WI DOJ/DCI</p>
<ul style="list-style-type: none"> • Inventory, repair, or replace equipment used during firefighting activities. • Prepare and process reports using established procedures for after-action reporting. • Generate information to be included in SEOC briefings, situation reports, and incident action plans. • Maintain appropriate records of work schedules and financial cost records incurred by ESF 4 agencies. 	<p>DNR</p>

4. Supporting Documents

4.1 Attachments

4.1.1 Mutual Aid Box Alarm System – Wisconsin (MABAS WI)

4.1.2 Delegation of Authority

4.2 Agency-Specific Plans and Procedures

4.2.1 Wisconsin Fire Service Emergency Response Plan, June 2009



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- 4.2.2 MABAS Wisconsin Policies, Procedures, & Guidelines, January 2017, see website at <http://www.mabaswisconsin.org>
- 4.2.3 National Response Framework ESF 4



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Table 6: Record of Changes

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