Wisconsin Emergency Response Plan

Emergency Support Functions & Incident Specific Annexes

State of Wisconsin
Department of Military Affairs
Wisconsin Emergency Management

November 2019

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Wisconsin Emergency Response Plan
Emergency Support Functions
and Incident Specific Annexes

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Emergency Response Plan

1. Preface

This is the Wisconsin Emergency Response Plan (WERP) a component plan of the State of Wisconsin Comprehensive Emergency Program (CEMP) developed, promulgated, and maintained by the Department of Military Affairs (DMA), Division of Emergency Management[1].

1.1. CEMP

The CEMP is intended to comprehensively describe and establish the functions and activities necessary to implement a statewide, all-hazards[2], all-mission[3] emergency management program.

1.1.1. The CEMP is organized as a basic plan and 5 interrelated mission plans consistent with the mission areas (i.e., prevention, protection, mitigation, response, and recovery) described in the National Preparedness System.

1.1.2. The CEMP component plans are further described in Table 1-1.

Table 1-1: CEMP Organization

Program Component	Description
CEMP	Introduces and establishes overall organization of the program and describes the basic unifying elements and considerations applicable across the five mission plans.
Wisconsin Prevention Plan	Establishes the state's strategy to prevent, avoid, or stop an imminent, threatened, or actual act of terrorism.
Wisconsin Protection Plan	Establishes the state's strategy to safeguard our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.
Wisconsin Hazard Mitigation Plan (WHMP)	Establishes the state's mitigation strategy and identifies the goals, recommended actions, and initiatives that will reduce or prevent injury and damage from natural threats and hazards.
Wisconsin Emergency Response Plan (WERP)	Establishes a statewide program of emergency management to save lives, protect property and the environment, and meet basic human needs after a natural, technological, or human-caused incident has occurred.
Wisconsin Recovery Plan	An all-hazards plan providing an organized framework to support local and tribal governments in recovering from declared and non-declared disasters.

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[1] *Commonly known as Wisconsin Emergency Management (WEM)*

[2] *Natural, man-made, or technological threats or hazards.*

[3] *National Preparedness System mission areas of prevention, protection, mitigation, response, and recovery*

2. Introduction

The following describes elements specific to the WERP and the response mission area. The WERP is intended to be used in conjunction with the CEMP plan and the prevention, protection, mitigation, and recovery mission area plans.

2.1. Purpose

The WERP is a comprehensive all-hazards response plan. Together with relevant state and federal law and with its supporting plans and documents, this plan:

2.1.1.   Serves as the response mission area plan component of the CEMP.

2.1.2.   Coordinates support to local[4], state, and tribal governments as requested for all-hazards response in Wisconsin or in other states but requiring the use of Wisconsin-based resources.

2.1.3.   Coordinates supporting plans outlined in the:

2.1.3.1. CEMP, Attachment 2 Supporting Plans and Documents.

2.1.3.2. WERP, Emergency Support Functions (ESFs) and Annexes.

2.2. Scope

This plan describes the response mission area:

2.2.1.   Responsibilities delineated by state and federal law, regulation, administrative rule, executive order, and policy.

2.2.2.   Roles and responsibilities of state agencies and their relationship to local, tribal, federal, volunteer agencies, and private sector partners involved in emergency management response.

2.2.3.   Sequences and processes that trigger response readiness and activities.

2.2.4.   Use of government, private sector, and volunteer resources during emergency management response.

2.2.5.   Application of information collected or recorded, decisions made, and procedures developed in the planning process, during response, and in the after-action review following emergency operations or training events.

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[4] *Local units of government include towns, villages, cities, and counties and are further described in the CEMP, Section 3. Local Units of Governments.*

2.3. Organization

The WERP is organized as a basic plan, 15 Emergency Support Functions (ESFs) and ESF attachments, seven incident-specific annexes, and an Acronyms and Glossary. The WERP components are further described in Table 1-2.

Table 2-1: WERP Organization

Plan Components	Description
WERP	• Overview of the State of Wisconsin system for emergency management response. • Identifies the policies and concepts of operation that guide the state's response activities.
ESFs	• Detail the missions, policies, concepts of operation, and responsibilities of state agencies during response activities. • Are augmented by a variety of supporting attachments and plans.
ESF Attachments	Provide additional detail for coordinating and executing specific process or administrative requirements of the emergency support function. Examples include: • ESF 7 Attachment – Donations Management • ESF 7 Attachment – Volunteer Management • ESF 11 Attachment – Animal Disaster Response
Incident-Specific Annexes	• Address the unique aspects of how Wisconsin responds to specific types of incidents. • Are augmented by a variety of supporting attachments and plans.
Acronyms & Glossary	• Defines the acronyms and unique terms used throughout the plan.

2.4. ESFs

The WERP emulates the National Response Framework (NRF) which groups agency response and recovery activities by unique functional responsibilities among 15 ESFs that:

2.4.1. Are each headed by a primary state agency with one or more state agencies and non-governmental organizations designated to support the function based on their resources and capabilities.

2.4.2. Are used in conjunction with one or more additional ESFs to facilitate the state's response to a particular incident.

2.4.3. May include one or more sub-functional groups.

2.4.4. Have counterpart federal ESFs, with which they must coordinate for acquisition of assistance under the NRF.

2.4.5. Table 1-3 provides an overview of the 15 ESFs.

Table 2-2: ESF Overview

ESF	Title	Scope
1	Transportation	• Traffic control • Transportation systems and resources allocation • Infrastructure repair
2	Communications and Warning	• Development, maintenance, restoration, and utilization of local, state, tribal, and private sector emergency communications assets • Statewide alert and warning mechanisms and procedures
3	Public Works and Engineering	• Building inspection and condemnation • Debris removal
4	Firefighting	• Resource support to rural and urban firefighting operations • Resource support to wild land fire operations
5	Emergency Management	• Collection, analysis, and distribution of information about potential or actual emergencies to enhance the response and recovery activities of the state • Direction and control of state personnel and resources in support of local, county, and tribal emergency management in prevention, protection, mitigation, response, and recovery • Most applicable to state agencies and volunteer organizations that staff the SEOC during elevation
6	Mass Care, Emergency Assistance, Housing and Human Services	• Mass care, including persons with access and functional needs and household pets • Disaster survivor services • Behavioral health services, including crisis counseling and disaster case management (when applicable)
7	Resource Support	• Resource acquisition • Logistical coordination of the movement of resources • Coordination of resource staging areas • Donations and volunteer management
8	Health and Medical Services	• Public health • Medical support activities • Mortuary services
9	Search and Rescue	• Search for missing persons and downed aircraft • Extrication of trapped accident victims
10	Oil and Hazardous Materials	• Technical response to non-radioactive hazardous materials incidents • Technical response to actual or impending releases of radiological materials
11	Agriculture and Natural Resources	• Animal and plant disease and pest response • Animal disaster response • Food safety and security • Natural and cultural resources as well as historic properties protection and restoration • Emergency food distribution
12	Energy	• Provision of emergency utilities to critical facilities • Energy infrastructure assessment, repair, and restoration

ESF	Title	Scope
13	**Public Safety and Security**	• Traffic and crowd control • Public safety and security support • Correctional facility and resource security • Evacuation
14	**Short-Term Community Recovery and Mitigation**	• Social and economic community impact assessment • Community recovery assistance to the local, county, and tribal governments, private sector, individuals, and families • Mitigation analysis and program implementation
15	**External Affairs**	• Emergency public information • Emergency preparedness and protective action instructions • Media and community relations

2.5. Activation

This plan may be activated by any of the following:

2.5.1. Governor

At the direction of the governor through a declaration of a state of emergency.

2.5.2. The Adjutant General

At the direction of the adjutant general who then notifies the governor's office.

2.5.3. WEM Administrator

By the WEM administrator who then notifies the adjutant general and the governor's office.

2.5.4. WEM Senior Duty Officer (SDO)

By the WEM SDO who then notifies the WEM administrator, the adjutant general, and the governor's office.

2.6. Legal

2.6.1. Legal issues arising from the activation or execution of this plan are referred to the DMA general counsel.

2.6.2. Legal issues arising from questions or worker's compensation, liability of state or local units of government may be subject to Chapter 323 Subchapter IV, Wis. Stats. and are referred to the DMA general counsel.

3. Statements and Assumptions

The WERP is informed and shaped by the statements and assumptions described in the CEMP and the following:

3.1. Response Assumptions

3.1.1.   An incident may occur with little or no warning and be well underway before detection.

3.1.2.   Multiple incidents may occur simultaneously within non-contiguous areas dispersed over a large geographic area or jurisdictions.

3.1.3.   An incident or multiple incidents may result in:

   3.1.3.1. Casualties

   3.1.3.2. Displaced persons with varying needs

   3.1.3.3. Damage to public and private property

   3.1.3.4. Contamination of people, food, water, property, and the environment

   3.1.3.5. Damage or disruption to governmental functions, economic activity, and financial services.

   3.1.3.6. Damage or disruption of critical infrastructure such as transportation, communications, and utility systems as well as other vital services.

   3.1.3.7. Looting and other disruption of law and order.

   3.1.3.8. Need for management and care of household pets, service animals, and livestock.

   3.1.3.9. Impairment to the physical, mental, and financial health of Wisconsin residents.

3.1.4.   Public safety and emergency response personnel that normally respond to threats and hazards may be among those affected and unable to perform their duties.

3.1.5.   An accurate scope or magnitude of an incident may not be available for at least 24 to 48 hours after the incident. Response activities may need to begin without the benefit of complete situational awareness.

3.1.6.   A local unit of government response to an incident may quickly exhaust local and mutual aid resources necessitating outside assistance.

3.1.7.   The State supports local jurisdictions and tribal nations response activities and if the state is unable to satisfy a request for assistance it may request interstate mutual aid or federal government assistance, or both.

3.1.8.   Local jurisdictions and tribal nations supported by the State should anticipate managing initial response operations for the first 72 hours while resources requested from interstate mutual aid or the federal government, or both, mobilize and deploy.

3.1.9.   Limited or temporarily unavailable resources may result in a prioritized response and adjusted standards of care.

3.1.10. The magnitude or urgent requirements of an incident may necessitate the modification or streamlining of ESFs guidelines.

3.1.11. Any necessary evacuations will be conducted in accordance with local, tribal, and state evacuation plans.

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3.2. Catastrophic[5] Incident Considerations

Response to a catastrophic incident may be further shaped by the following considerations. A catastrophic incident may:

3.2.1. Severely degrade local jurisdictions, tribal nations, and state agencies capability to establish an effective command structure.

    3.2.1.1. State and federal government may be requested to assume an expanded role in incident management than would typically occur in other incidents.

    3.2.1.2. The state, in consultation with the remaining elements of the local or tribal government, may establish a unified command structure using an incident management team (IMT).

    3.2.1.3. The state will transition back to its normal support and coordination of the incident once the impacted jurisdiction(s) are capable of assuming incident command.

3.2.2. Create a need for state and federal governments to assist with the continuity of operations in both the public and private sector.

3.2.3. Result in numerous casualties, either immediately or over time, in particular in an urban or metropolitan area or over an expansive geographical area.

3.2.4. Necessitate a request for assistance through the EMAC and other agreements for Wisconsin-based resources to assist with response to an out-of-state incident.

3.2.5. Result in a large number of displaced people and pets requiring sheltering and other resources. The initiation incident may be:

    3.2.5.1. In-state

    3.2.5.2. Out-of-state with evacuations through or to Wisconsin.

3.2.6. Impacted shelter locations previously identified necessitating the use of:

    3.2.6.1. Shelters outside of the impacted area(s)

    3.2.6.2. Set up of temporary shelters using tents, trailers, or both, dependent upon weather conditions.

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[5] *The National Response Framework (NRF) defines a catastrophic incident as,*

"…any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, or government functions."

It is understood that what might be considered a catastrophic incident in one area may not be so in another area depending upon the availability of resources and the overall impact on the area.

3.2.7.   Have long-term impacts within the affected area(s) and to a lesser extent to the state and nation.

4. Local Unit of Government

In Wisconsin's home rule system, incidents are managed at the lowest possible jurisdictional (i.e., town, village, city, county) level. The affected jurisdiction manages the incident in coordination with their respective county emergency management.

4.1. Local Response

4.1.1.   Management of an incident using:

4.1.1.1. Local resources

4.1.1.2. Additional resources from other local, county, tribal, and non-governmental agencies, if needed.

4.1.2.   Coordination of response activities such as:

4.1.2.1. Access control to the area(s) affected.

4.1.2.2. Evacuation and sheltering of affected populations consistent with the "Whole Community[6]" concept identified in the NRF.

4.1.2.3. Assistance needs assessment and communication of any identified requests for assistance through county emergency management to WEM to obtain state, interstate, or federal assistance, or any combination, if necessary.

4.1.2.4. Development and sharing of situational awareness such as:

(1) Incident commanders sharing situation updates among responding organizations and jurisdictions.

(2) Local jurisdictions providing situation reports to the county emergency operations center (EOC) in accordance with established plans and procedures.

(3) Counties providing situation reports and damage assessments to WEM.

4.1.3.   Determination of the need to declare a local state of emergency.

4.1.3.1. Local Declaration

Under § 323.11 of the Wisconsin Statutes the governing body of any local unit of

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[6] *Whole community includes: individuals and families, including those with access and functional needs; businesses; faith-based and community organizations; nonprofit groups; schools and academia; media outlets; and all levels of government, including state, local, tribal, territorial, and federal partners.*

government may declare, by ordinance or resolution, an emergency existing within the local unit of government.

4.1.3.2. Emergency Power

The emergency power of the governing body of the local unit of government includes the general authority to order, by ordinance or resolution, "whatever is necessary and expedient for the health, safety, protection, and welfare of persons and property within the local unit of government in the emergency." See § 323.14(4), Wis. Stats.

4.1.4.   Maintaining accurate activity logs, financial records, and situation reports of disaster-related activities.

4.1.5.   Begin the damage assessment process using the UDSR.

4.2. Short-term Recovery

Short-term recovery activities should be initiated at the earliest opportunity and are likely to overlap with response activities. Roles and responsibilities include:

4.2.1.   Determination of recovery priorities and implementation of strategies such as:

4.2.1.1. Restoration of essential services.

4.2.1.2. Assignment of personnel, obtaining additional assistance, and managing donated resources.

4.2.1.3. Coordination of access to the disaster area.

4.2.1.4. Coordination of restoration activities (e.g. re-entry).

4.2.1.5. Identification of short-term and long-term health and behavioral health impacts and determining how to address them.

4.2.1.6. Addressing the long-term economic impacts of disaster.

4.2.2.   Continuation with the damage assessment process.

4.2.3.   Identification of potential mitigation projects.

4.2.4.   Making appropriate applications for federal disaster assistance and ensure programs are administered according to guidelines.

4.2.5.   Demobilization and resume normal operations.

5. State Government

5.1. Governor

The governor may issue an executive order declaring a state of emergency for the state or any

portion of the state if he or she determines that an emergency resulting from a disaster or the imminent threat of a disaster exists. The governor may also do any of the following:

5.1.1.   Declared State of Emergency

During a gubernatorial-declared state of emergency and under § 323.12(4), Wis. Stats., the governor shall issue orders, delegate such authority as is necessary to the WEM administrator, and direct the division to coordinate emergency management activities.

5.1.1.1. Public Health Emergency

In accordance with § 323.10, Wis. Stats.: "If the governor determines that a public health emergency exists, he she may issue an executive order declaring a state of emergency related to public health for the state or any portion of the state and may designate the department of health services as the lead state agency to respond to the emergency."

5.1.1.2. Computer or Telecommunication Emergency

In accordance with § 323.10, Wis. Stats.: "If the governor determines that the emergency is related to computer or telecommunication system, he or she may designate the department of administration as the lead agency to respond to the emergency."

5.1.2.   Declare priority of emergency management contracts over other contracts; allocate materials and facilities in his or her own discretion; and take, use, and destroy, in the name of the state, private property for emergency management purposes.

5.1.3.   Issue such orders as he or she deems necessary for the security of persons and property.

5.1.4.   Contract on behalf of the state with any person to provide, on a cost basis, equipment and services to be used to respond to a disaster or the imminent threat of a disaster.

5.1.5.   Suspend the provisions of any administrative rule if the strict compliance with that rule would prevent, hinder, or delay necessary actions to respond to the disaster.

5.1.6.   The governor or designee may request federal assistance in the event of an emergency incident. When requesting federal resources, the state identifies the type and quantity of resources needed.

5.2. State Agencies[7]

State agencies support local units of government and local first responders in responding to a

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[7] § 323.02.(19), Wis. Stats. Defines "state agency" as "any office, commission, board, department, or bureau of state government".

disaster or the imminent threat of a disaster.

5.2.1.   State agency support is provided in accordance with:

5.2.1.1. The National Incident Management System (NIMS) standards as adapted to Wisconsin.

5.2.1.2. The Incident Command System (ICS).

5.2.2.   During non-emergency daily operations state agencies are expected to fulfill agency responsibilities as set forth in the Wisconsin Duty Officer System including notification of any significant event, incident, emergency, or disaster that presents a potential for:

5.2.2.1. Loss of life.

5.2.2.2. Loss or damage to critical infrastructure.

5.2.2.3. A significant threat to environmental resources.

5.2.2.4. Private and public economic losses.

5.2.2.5. A negative impacts on the ability of local or state government to provide public service.

5.2.3.   When an emergency incident necessitates state agency support, such agencies may:

5.2.3.1. Provide staffing support commensurate with their expected response role.

5.2.3.2. Activate their department operations centers.

5.2.3.3. Initiate internal notification systems.

5.2.3.4. Initiate individual agency plans.

5.2.3.5. Provide resource support including:

(1) Initial and ongoing resources, when warranted and requested, under their own authorities and funding.

(2) Alert, notification, pre-positioning, and timely delivery of resources to enable the management of potential and actual state-declared disasters.

(3) Proactive support for major, catastrophic, or potentially catastrophic incidents in their initial phases to:

(A) Be agile in reaching out to counties, tribes, and others in advance of requests for support.

(B) Use protocols for expedited delivery of resources.

5.2.4.   State agencies identified as ESF primary and support agencies are expected to support elevation of the SEOC and activation of relevant ESFs on a 24/7 basis as needed including:

5.2.4.1. Assignment of sufficient personnel and resources to staff the following:

(1) Lead and supporting roles in each relevant ESF. For more information, please refer to Attachment 1 Wisconsin ESF Matrix.

(2) SEOC general positions.

(3) Field deployments.

(4) ESF responsibilities in the joint field office (JFO), disaster recovery center (DRC), and other recovery centers for the duration of activated ESF status.

5.2.4.2. Develop policies, programs, and procedures to support the:

(1) Assessment of damages and impacts on critical service delivery.

(2) Return of vital systems to minimum operating standards.

(3) Restoration of critical services to the community.

(4) Provisions for the basic needs of the public.

5.2.4.3. Maintain liaison and provide situational awareness, coordination, support, and additional resources as needed with the relevant ESFs and local, county, tribal, state, federal, volunteer agencies that have roles in response operations.

5.2.4.4. Coordinate with:

(1) County emergency management directors to collect data from uniform disaster situation reports (UDSRs).

(2) State and federal staff to conduct preliminary damage assessments (PDAs).

5.2.4.5. Initiate short-term recovery efforts concurrently with response activities, coordinating closely among local, county, tribal, state, federal, and volunteer agencies that have roles in response and recovery operations.

5.2.4.6. Conduct internal and inter-agency after-action reviews of all phases of the disaster and execute remediation measures for any deficiencies identified.

5.2.5. Wisconsin Emergency Management (WEM)

WEM is the lead state agency for all state emergencies unless otherwise determined by the Governor. WEM coordinates the state and federal support to local response including the following:

5.2.5.1. Wisconsin Duty Officer System

WEM operates the Wisconsin Duty Officer (DO) System to provide a single point of contact for coordinated state support to respond to incidents when notified. The DO system:

(1) Serves as an alerting, notification, and monitoring system to link counties and

local jurisdictions to immediate emergency support and resources.

(2) Is staffed 24 hours a day, 7 days a week, and 365 days a year.

(3) For additional information refer to the Wisconsin Emergency Management Duty Officer Manual.

5.2.5.2. WEM Regions

The WEM regions link the statewide emergency management program with county and tribal emergency management programs.

(1) This includes providing direction and leadership to heads of emergency management and serving as a first point of contact to WEM.

(2) Region directors may be dispatched to a disaster scene, as appropriate, to coordinate state assistance in support of local, county, and tribal operations.

5.2.5.3. ESF 5 Emergency Management

WEM serves as the lead coordinating agency for ESF 5 Emergency Management.

(1) To coordinate Wisconsin's emergency management program by providing the core management, administrative, and strategic functions to support response to significant incidents affecting local and state emergency operations.

(2) For additional information refer to ESF 5 Emergency Management.

5.2.5.4. Wisconsin Hazardous Materials Response System

(1) A mutual aid system for coordination of support to local responders for a state response to Type 1, 2, or 3 hazardous materials (hazmat) responses. For more information, please refer to ESF 10 Oil and Hazardous Materials.

(2) Supported by the WEM Hazardous Materials Coordinator.

5.2.5.5. Emergency Police Services (EPS)

(1) A mutual aid system for proper coordination of state and local law enforcement activities. For more information, please refer to ESF 13 Public Safety and Security.

(2) Supported by the WEM EPS coordinator.

5.2.6. Wisconsin National Guard (WING)

Pursuant to § 321.39, Wis. Stats., the governor may order into state active duty members of the WING.

5.2.6.1. The WING support begins during the assessment or response phase and ends at an appropriate point during the recovery phase when it is apparent that local government or the private sector can resume control of a capability in a given

area of the incident.

5.2.6.2. The WING typically arrives at an incident completely self-sufficient with enough transportation, food, water, fuel, lodging, and medical support to sustain the force throughout the operation. However, there may be times when this support is requested from other responding agencies.

5.2.6.3. In the event a requested capability is not available through the WING because it does not normally exist or has been mobilized or exhausted, the WING will ask WEM to request support through the EMAC.

5.2.6.4. Capabilities provided by the WING are subject to unit mobilizations in support of Title 10 (active duty) missions.

5.2.7. Incident Management Teams (IMTs)

An IMT is a comprehensive resource (a team) to either augment ongoing operations through provision of infrastructure support, or when requested, transition to an incident management function to include all components and functions of a command and general staff.

5.2.7.1. An IMT:

(1) Includes command and general staff members as well as support personnel.

(2) Has formal response requirements and responsibilities.

(3) Has pre-designated roles and responsibilities for members (identified and able to be contacted for deployment).

(4) Is available 24 hours a day, 7 days a week, 365 days a year.

5.2.7.2. Teams in Wisconsin

(1) Department of Natural Resources (DNR) IMT.

(2) Brown County IMT.

(3) Southeast Wisconsin IMT.

(4) Southwest Wisconsin IMT.

6. Federal Government

6.1. Federal Emergency Management Agency (FEMA)

The Federal Emergency Management Agency (FEMA) coordinates federal response activities in accordance with the National Response Framework (NRF) and federal recovery assistance, contingent on the magnitude of the disaster, as prescribed in the Robert T. Stafford Disaster Assistance and Emergency Relief Act as codified in 42 U.S.C. § 5121, et seq., and as further amended.

6.2. National Response Coordination Center (NRCC)

The NRCC is FEMA's primary operations management center, as well as the focal point for national resource coordination. As a 24/7 operations center the NRCC:

6.2.1. Monitors potential or developing incidents.

6.2.2. Issues alerts, notifications, and situation reports.

6.2.3. Develops national-level plans.

6.2.4. Supports federal regional and field operations.

6.3. Regional Response Coordination Center (RRCC)

Each of FEMA's 10 regional offices maintains a RRCC. The RRCCs are 24/7 coordination centers that expand to become an interagency facility in anticipation of a serious incident or immediately following an incident.

6.3.1. When activated, RRCCs are primarily staffed with FEMA Regional staff and supported by activated federal ESFs.

6.3.2. Operating under the direction of the FEMA Regional Administrator, RRCC staff:

6.3.2.1. Coordinate federal regional response efforts including:

(1) Makes initial contact with the affected states.

(2) Determines initial response requirements and objectives for federal assistance.

(3) Coordinates operations and situational reporting until a JFO is established.

6.3.2.2. Maintain connectivity with:

(1) FEMA Headquarters

(2) State EOCs

(3) State and major urban area fusion centers

(4) Federal Executive Boards

(5) Tribal governments

(6) Other federal, tribal, and state operations and coordination centers that could contribute to the development of situational awareness.

6.4. Joint Field Office (JFO)

Following a presidentially declared disaster, FEMA may set up a JFO.

6.4.1. A JFO is a temporary federal multiagency coordination center established locally to facilitate field-level incident management activities.

6.4.2. The JFO provides a central location for coordination of:

6.4.2.1. Federal, tribal, state, and local governments

6.4.2.2. Federal ESFs

6.4.2.3. Non-governmental organizations

6.4.2.4. Private sector interests with primary responsibility for activities associated with incident support.

6.4.2.5. Information reporting to the RRCC and NRCC.

6.4.2.6. Transition of operations back to the RRCC during demobilization.

6.5. Disaster Recovery Center (DRC)

A satellite component of the JFO where survivors of a declared disaster can obtain information on disaster recovery assistance programs from various federal, tribal, state, local, and private organizations.

7. Concept of Operations

The following represents the general concept of response operations for state support to local jurisdictions and tribal nations. Response operations are described in greater breadth and depth in the ESFs, ESF attachments, and incident specific annexes of this plan.

7.1. Local Response

The local unit of government responds first to disaster. As needed and appropriate, the response may include:

7.1.1. Incident command post (ICP)

The field location at which the primary tactical-level, on-scene incident command functions are performed.

7.1.2. Area Command (Unified Area Command)

7.1.2.1. An organization established at the Emergency Operation Center (EOC) or at some location other than an ICP:

(1) To oversee the management of multiple incidents that are each being handled by and an ICS organization.

(2) To oversee the management of large or multiple incidents to which several Incident Management Teams (IMTs) have been assigned.

7.1.2.2. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

7.1.3. Local, county, or tribal EOC

The physical location which coordinates local information and resources to support the incident commander.

7.1.4. Figure 7-1 depicts the local response organization.

Figure 7-1: Local Response Organization
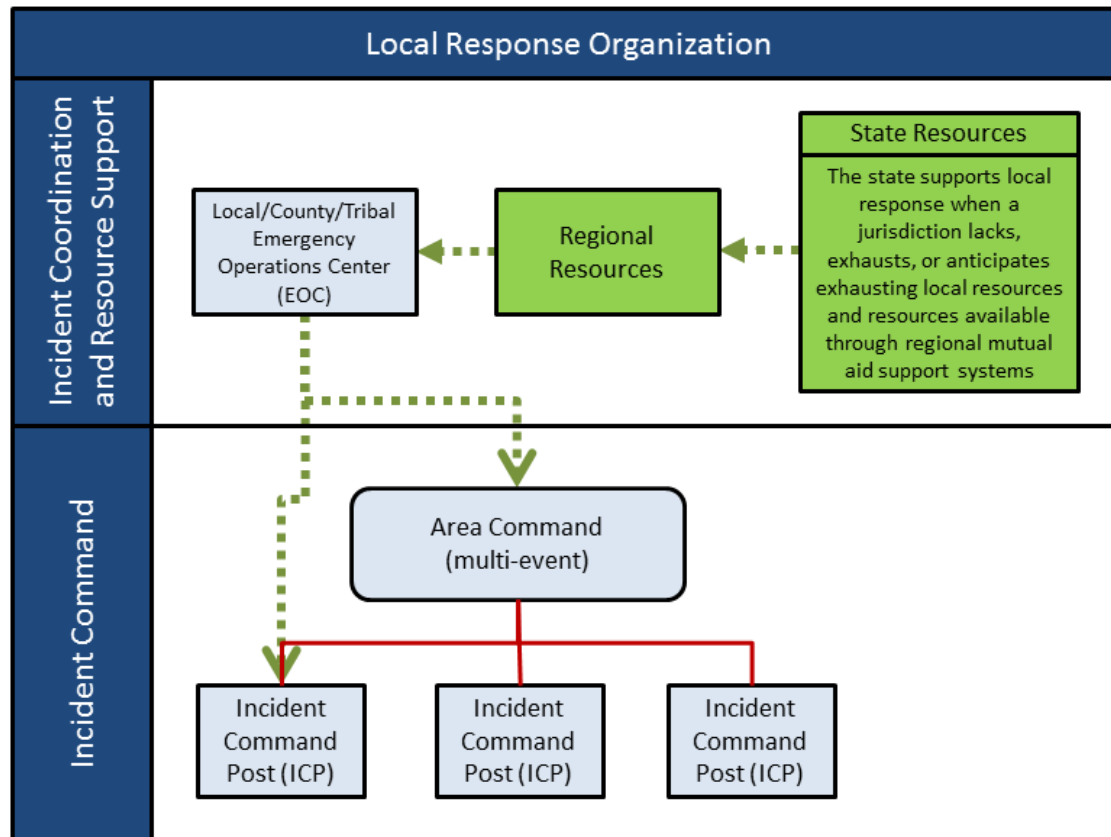
7.2. Request for Assistance

Local response may quickly exhaust local and mutual aid resources necessitating outside assistance.

7.2.1. A local unit of government may request assistance for incidents that may:

7.2.1.1. Exceed local capability

7.2.1.2. Exhaust, or anticipate exhausting, local and mutual aid resources.

7.2.2. Generally a request for assistance proceeds as follows:

7.2.2.1. The local unit of government (e.g., town, village, city) or tribal nation requests assistance from their respective county. Note, federally recognized tribal nation

may also directly request federal assistance.

7.2.2.2. The county may request assistance from the State for requests that exceed the capacity of the county.

7.2.2.3. The State may request interstate mutual aid (i.e., EMAC) or federal assistance for requests that exceed the capacity of the state.

7.2.3. When assistance is provided, local elected officials continue to retain control over the response. Generally, see Chapters 59, 60, 61, 62, and 66 of the Wisconsin Statutes.

7.2.4. Outside assistance, whether from the county, state, federal government, volunteer, or private sector, is delivered to support the local effort.

7.2.5. This process is further described in Figure 7-2 Emergency Response Flowchart.

Figure 7-2: Emergency Response Flowchart
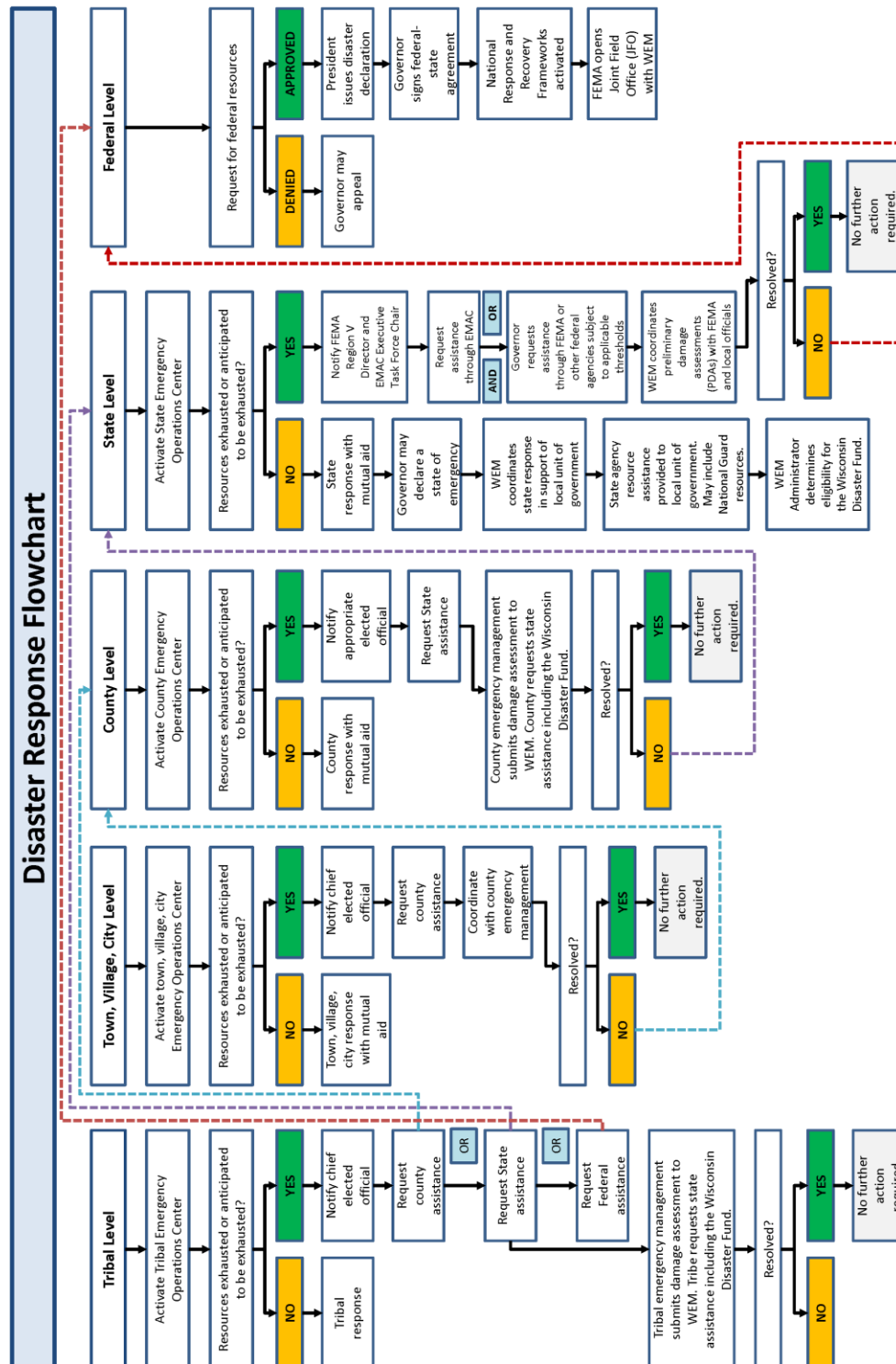
7.3. Readiness Levels

First responders, local units of government, and state agencies inform WEM through the DO System when an incident occurs.

7.3.1.   Based on the magnitude of the incident, WEM assumes, as appropriate, one of five readiness levels to coordinate state agency response.

   7.3.1.1. The five readiness levels represent a graduated increase in capacity ranging from the lowest (Level 5) to the highest (Level 1).

   7.3.1.2. Wisconsin's readiness levels correspond to FEMA Region V RRCC Activation Levels.

7.3.2.   For more information, please refer to ESF 5.

7.4. Disaster Declaration

The responsibility for declaring a disaster is specific to the governmental unit. Figure 7-3 depicts who can declare an emergency by governmental level.

Figure 7-3: Who Can Declare an Emergency?

WHO MAY DECLARE A DISASTER		
Town or Village	**City**	**County**
• Governing body of any Town or Village § 323.11 and 323.14(4)(a), Stats. • Town Chairperson, subject to ratification § 60.22 and 60.24(1), 323.14(4)(b), Stats. • Village President, subject to ratification § 61.24 and 61.34, 323.14(4)(b), Stats. • Chief Executive Officer, subject to ratification § 60.22, 60.23, and 61.32, 323.14(4)(b), Stats. • Any person, employee, or position empowered and designated by ordinance or resolution.	• Governing body of any City § 323.11 and 323.14(4)(a), Stats. • Mayor, subject to ratification § 62.09(8), 62.11, 64.29, and 323.14(4)(b), Stats. • City Manager, subject to ratification § 64.11 and 323.14(4)(b), Stats. • Chief Executive Officer, subject to ratification § 62.11 and 323.14(4)(b), Stats. • Any person, employee, or position empowered and designated by ordinance or resolution.	• Majority vote of County Board constituting a quorum § 59.02, 59.03, 59.04, 323.11 and 323.14(4)(a), Stats. • County Board Chair, if empowered by ordinance § 59.12 and 323.14(4)(b), Stats. • County Executive, if empowered by § 59.17(2) and 323.14(4)(a), Stats. • County Administrator, if empowered by § 59.18(2) and 323.14(4)(a), Stats. • County Sheriff, § 59.28, Stats. • Any person, employee, or position empowered and designated by ordinance or resolution.
Tribal	**State**	**Federal**
Chief elected tribal official, as authorized by tribal statute, ordinance, or resolution.	Governor of the State of Wisconsin, § 323.10, Stats.	President of the United States, 42 USC s. 5170 (Et seq.)

Note: Statue numbers (i.e., 323.11 or 42 USC s. 5170) refer to the Wisconsin Statutes and United States Code, respectively.

8. Supporting Documents

8.1. Attachments

8.1.1.   Attachment 1 Wisconsin ESF Matrix

State of Wisconsin
Emergency Response Plan

Table 8-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			

Attachment 1

Wisconsin Emergency Support Function (ESF) Matrix

Wisconsin ESF Matrix

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Table Error! No text of specified style in document.-1: Wisconsin ESF Matrix

Legend	
FCA = Federal Coordinating Agency	**SLAA =** State Lead Advisory Agency
FLCA = Federal Lead Coordinating Agency	**SLCA =** State Lead Coordinating Agency
(j) = Joint Lead	**NGLO =** Non Governmental Lead Organization
SA = Supporting Agency	**NGSO =** Non Governmental Supporting Organization

AGENCY	1 – TRANSPORTATION	2 – COMMUNICATIONS	3 – PUBLIC WORKS & ENGINEERING	4 – FIREFIGHTING	5 – EMERGENCY MANAGEMENT	6 – MASS CARE, EMERGENCY ASSISTANCE, HOUSING & HUMAN SERVICES	7 – RESOURCE SUPPORT	8 – PUBLIC HEALTH & MEDICAL SERVICES	9 – URBAN SEARCH & RESCUE	10 – OIL & HAZARDOUS MATERIALS	11 – AGRICULTURE & NATURAL RESOURCES	12 – ENERGY	13 – PUBLIC SAFETY & SECURITY	14 – LONG-TERM RECOVERY & MITIGATION	15 – EXTERNAL AFFAIRS
211 Wisconsin														NGSO	
Adventist Community Services						NGSO									
American Red Cross		NGSO				NGLA (j)	NGSO	NGSO			NGSO				
Civil Air Patrol, Wisconsin Wing									FCA						
Federal Energy Regulatory Commission												FCA			
K9 Search and Rescue Teams									NGSO						
MABAS - Wisconsin										SA					
Medical Reserve Corps								NGSO							
Midwest Independent Transmission System Operator, Inc.												NGSO			
Midwest Reliability Organization												NGSO			
North American Electric Reliability Corporation												NGSO			

	Legend	
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The Salvation Army		NGSO				NGSO	NGSO								
Tribal or Municipal Authority Having Jurisdiction (AHJ)				SA			SA								
U.S. Air Force, Air Force Rescue Coordination Center									FCA						
U.S. Army Corps of Engineers (USACE)			FLCA (j)									FCA			
U.S. Department of Agriculture											FLCA	FCA			
U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Weather Service		FCA													
U.S. Department of Energy												FLCA			
U.S. Department of Health and Human Services (HHS)								FLCA (j)							
U.S. HHS, Centers for Disease Control and Prevention								FLA (j)							

Legend

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U.S. Department of Homeland Security (DHS)										FCA			FLCA (j)		
U.S. DHS, Federal Emergency Management Agency (FEMA)			FLCA (j)	FLCA	FLCA	FLCA	FLCA (j)		FLCA (j)	FCA		FCA			FLCA
U.S. DHS, FEMA, Disaster Emergency Communications Division		FLCA													
U.S. DHS, United States Coast Guard									FCA	FCA					
U.S. Department of the Interior												FCA			
U.S. Department of Justice (DOJ)													FLCA (j)		
U.S. DOJ, Federal Bureau of Investigation										FCA					
U.S. Department of State												FCA			
U.S. Department of Transportation	FLCA											FCA			
U.S. Environmental Protection Agency								FLCA (j)		FLCA		FCA			
U.S. General Services Administration							FLCA (j)								

Legend

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UW-Extension											SSA				
UW System Police Departments													SSA		
Wisconsin Agro-Security Resource Network (WARN)											NGSO				
Wisconsin Animal Reserve Corps											SSA				
Wisconsin ARES/RACES		NGSO					NGSO								
WI Department of Administration (DOA)	SSA		SSA		SSA	SSA	SSA							SSA	
WI DOA, Capitol Police									SSA				SSA		
WI DOA, Division of Enterprise Technology		SLCA (j)													
WI Department of Agriculture, Trade and Consumer Protection (DATCP)					SSA	SSA	SSA	SSA		SSA	SLCA	SSA		SSA	
WI DATCP, Wisconsin Animal Response Corps											SSA				
WI Department of Children and Families					SSA	SSA								SSA	
WI Department of Corrections			SSA	SSA									SSA		

Legend

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AGENCY	1 – Transportation	2 – Communications	3 – Public Works & Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing & Human Services	7 – Resource Support	8 – Public Health & Medical Services	9 – Urban Search & Rescue	10 – Oil & Hazardous Materials	11 – Agriculture & Natural Resources	12 – Energy	13 – Public Safety & Security	14 – Long-Term Recovery & Mitigation	15 – External Affairs
WI Department of Health Services		SSA			SSA	SLCA (j)	SSA	SLCA		SSA	SSA	SSA	SSA	SSA	
WI Department of Justice (DOJ)		SSA	SSA		SSA					SSA			SSA		
WI DOJ/Division of Criminal Investigation			SSA												
WI Department of Military Affairs (DMA)															SSA
WI DMA, Office of Emergency Communications (OEC)		SSA													
WI DMA, Wisconsin Emergency Management	SSA	SLCA (j)	SLCA	SLCA (j)	SLCA	SSA	SLCA	SSA	SLCA	SSA	SSA	SLCA	SLCA	SLCA	SLCA
WI DMA, Wisconsin National Guard	SSA		SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA		
WI Department of Natural Resources		SSA	SSA	SLCA (j)	SSA		SSA	SSA	SSA	SLCA	SSA	SSA	SSA	SSA	
WI Department of Public Instruction						SSA					SSA				
WI Department of Safety and Professional Services			SSA	SSA		SSA							SSA		
WI Department of Transportation (DOT)	SLCA (j)	SSA	SSA		SSA		SSA			SSA	SSA	SSA	SSA	SSA	

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WI DOT, Wisconsin State Patrol	SLCA (j)	SSA						SSA	SSA	SSA		SSA	SSA		
WI Department of Workforce Development						SSA									
Wisconsin Economic Development Corporation														SSA	
Wisconsin Hazmat Response System										SSA					
Wisconsin Historical Society											SSA				
Wisconsin Housing and Economic Development Authority						SSA									
WI Public Service Commission (PSC)			SSA												
PSC, Office of Energy Innovation (OEI)												SLAA			
Wisconsin State Laboratory of Hygiene								SSA							
Wisconsin Taskforce 1									SSA						

Legend

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Wisconsin Telecommunicator Emergency Response Taskforce		NGSO													
Wisconsin Trail Ambassadors									NGSO						
Wisconsin Voluntary Organizations Active in Disaster						NGSO	NGSO								

Attachment 2

Primary State Agency Approvals

Primary State Agency Approvals

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Table of Contents

1. Introduction

The following pages are examples of the lead agency signatory pages. Signed original signatory pages are on file with:

General Counsel
WI Dept. of Military Affairs
2400 Wright Street
PO Box 8111
Madison, WI 53708-8111
608-242-3072

2. Department of Transportation

On behalf of the **Department of Transportation**, the undersigned has reviewed and approved the following fourth generation Emergency Support Function (ESF) for which the agency fulfills lead responsibility:

ESF 1, Transportation

_____

Craig Thompson
Secretary – designee

_____

Date

3. Department of Administration, Division of Enterprise Technology

On behalf of the **Department of Administration, Division of Enterprise Technology**, the undersigned has reviewed and approved the following fourth generation Emergency Support Function (ESF) and Annex for which the agency fulfills lead responsibility:

ESF 2, Communications and Warning

Cyber-Incident Response Annex

_____   _____

Trina Zanow   Date
DET Division Administrator

4. Department of Natural Resources

On behalf of the **Department of Natural Resources,** the undersigned has reviewed and approved the following fourth generation Emergency Support Functions (ESFs) for which the agency fulfills lead responsibility:

ESF 4, Firefighting

ESF 10, Oil and Hazardous Materials

_____

Preston D. Cole
Secretary

_____

Date

5. Department of Health Services

On behalf of the **Department of Health Services,** the undersigned has reviewed and approved the following fourth generation Emergency Support Functions (ESFs) and Annex for which the agency fulfills lead responsibility:

ESF 6, Mass Care, Emergency Assistance, Housing and Human Services

ESF 8, Health and Medical Services

Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations Annex

_____   _____

Andrea Palm   Date
Secretary – designee

6. Department of Agriculture, Trade and Consumer Protection

On behalf of the **Department of Agriculture, Trade and Consumer Protection,** the undersigned has reviewed and approved the following fourth generation Emergency Support Function (ESF) for which the agency fulfills lead responsibility:

ESF 11, Agriculture and Natural Resources

_____   _____

Randy Romanski   Date
Interim Secretary

7. Department of Justice

On behalf of the **Department of Justice,** the undersigned has reviewed and approved the following Annex for which the agency fulfills lead responsibility:

Terrorism Incident Law Enforcement and Investigation Annex

_____   _____

Josh Kaul   Date
Attorney General

Transportation
ESF 1

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Table of Contents

List of Tables

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agencies	Wisconsin Department of Transportation (WisDOT)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)
	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	U.S. Department of Transportation (US DOT)

1. Introduction

1.1. Purpose

To ensure the safety and efficiency of the transportation system and related economic activity during response by coordinating the use of transportation resources (human, technical, equipment, facility materials, and supplies) to support the needs of local government, voluntary organizations, and other agencies requiring emergency transportation assistance. Emergency response regarding mass evacuation is described in the Mass Evacuation Annex of the Wisconsin Emergency Response Plan (WERP).

1.2. Scope

ESF 1 embodies considerable intermodal expertise as well as public and private sector transportation stakeholder relationships. WisDOT, with the assistance of the ESF 1 support agencies, provides transportation assistance in domestic incident management, including the following activities:

1.2.1. Monitor and report

   1.2.1.1 Monitor and report status of and damage to the transportation system and infrastructure as a result of an incident or event. Monitor, provide leadership, and guidance to county, tribal, and local government entities regarding their roadways, upon their request.

1.2.2. Traffic control planning

   1.2.2.1 Identify temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed.

1.2.3. Transportation systems/resources planning

   1.2.3.1 Coordinate and support response activities among transportation stakeholders within the authorities and resource limitations of ESF 1 agencies.

   1.2.3.2 Coordinate transportation infrastructure assessments for debris clearance, to open public roads, and restore protective structures.

1.2.4. Infrastructure repair

1.2.4.1 Coordinate temporary emergency repairs, as needed, of the transportation systems and infrastructure.

1.2.5. Evacuation planning

1.2.5.1 Provide transportation route identification and emergency traffic control plans.

1.2.6. Support efforts related to aviation, maritime/harbors, local roads/structures, transit, and roads as applicable under the authority of WisDOT.

1.2.6.1 Pipeline transportation safety, although under the umbrella of the US DOT, is not supported by WisDOT.

1.2.6.2 Pipeline transportation safety is supported by the Public Service Commission (PSC) under ESF 12.

1.2.7. ESF 1 is not responsible for movement of goods, equipment, animals, or people.

1.3. Policies

1.3.1. WisDOT and all supporting state agencies named in this ESF have the responsibility and authority to plan for and respond to disasters under Chapter 323, Wis. Stats.

1.3.2. The State of Wisconsin will support a local, county, or tribal jurisdiction with evacuation and transportation needs by drawing, as able, from local, state, and federal government, volunteers, and the private sector.

1.3.3. Local, county, and tribal governments are responsible for evacuation and transportation and have the primary responsibility for incident response, including county-wide planning for these activities.

1.3.4. When activated to respond to an incident, the primary agencies for ESF 1 develop work priorities in cooperation with the local, county, and tribal government.

1.3.5. Local authorities are responsible for obtaining required permits, waivers, and clearances related to ESF 1 support.

1.3.6. The private sector is responsible for a large proportion of the state and national infrastructures, and local and state authorities will encourage their participation in ESF 1 incident action planning and other planning activities.

2. Concept of Operations

2.1. General

2.1.1. Upon alert notification of a state emergency operations center (SEOC) elevation to:

2.1.1.1 Level 4 DOT representative(s) will participate from alternate locations, closely monitoring and contributing to the incident site. Staff maintains communications with affected jurisdictions and coordinates resources remotely.

2.1.1.2 Level 3 or higher a DOT representative(s) will report to the SEOC as soon as possible based on the elevation level to provide key transportation-related information, planning, and emergency response capabilities to the incident commander.

2.1.2. Based on the incident objectives and incident action plan (IAP), the scope of response activities ESF 1 will conduct during emergency operations include:

2.1.2.1 Reporting on the status of the interstate and state highway system, county and local roadways, when applicable, and specifically when roadways are operating below applicable standards.

2.1.2.2 Coordinating with county, tribal, and local government entities about transportation system availability and conditions in terms of evacuations, oversize/overweight, damage assessment, and availability.

2.1.2.3 If routes are not operating to applicable standards, identification of alternate temporary routes and modes for transportation blockages on the state highway system.

2.1.2.4 Adapting traveler warning and information services to accommodate system conditions, incident objectives, and IAP direction.

2.2. Organization

WisDOT emergency organization will require that select WisDOT staff serve in emergency response roles in addition to their normal duties. Emergency Transportation Operations (ETO) response staff are further characterized as follows (detailed descriptions provided in WisDOT ETO Plan):

2.2.1. First responders

Personnel that arrive on the emergency scene, evaluate, and make a determination of whether a response has the potential to escalate.

2.2.1.1 Division of State Patrol (DSP) troopers and inspectors

2.2.1.2 DTSD regional incident management coordinators (RIMC)

2.2.1.3 DTSD specialized technical inspectors

2.2.2. Contact personnel

Staff that serve as the points of contact for positions that support emergency operations having the authority to commit resources.

2.2.2.1   DSP duty sergeants

2.2.2.2   Traffic Management Center (TMC) staff

2.2.2.3   DTSD regional duty officer (RDO)

2.2.3.   Liaisons

Personnel trained to coordinate directly with other emergency response agencies/divisions. ETO liaisons include:

2.2.3.1   DTSD Wisconsin highway emergency liaison personnel (WisHELPer)

2.2.3.2   DTSD regional maintenance engineers and coordinators

2.2.4.   Communications personnel

Personnel that provide notifications and information to the public and media.

2.2.4.1   TMC operators

2.2.4.2   DSP communication center dispatchers

2.2.4.3   Public information officers (PIOs)

2.2.4.4   DTSD regional communications managers (RMC)

2.3. Mobilization Triggers

2.3.1.   Following an alert notification of an SEOC elevation to Level 4 or above to the DTSD at the TMC and to the DSP, respectively:

2.3.1.1   DTSD activates appropriate regional office staff.

2.3.1.2   DSP activates designated personnel to respond to the SEOC.

2.3.1.3   DTSD will manage ETO incident response escalations as they relate directly to ESF 1 based on the recommendations of the incident commander and field personnel.

2.3.2.   DTSD regional duty officers serve as primary points of contact between incident command (IC), SEOC, WisHELPer, and the TMC.

2.3.3.   The DSP Director of the Bureau of Field Operations, or his/her designee, serves as the primary point of contact for DSP response operations at all levels.

2.3.4.   Notification of the SEOC elevation to Level 4 or higher comes from WEM directly to ETO staffing personnel, the DSP, and the TMC. When the SEOC is elevated, WisDOT will activate staff on the following schedule:

2.3.4.1   Level 4 (Enhanced Monitoring)

(1) WisDOT and DSP will participate from remote locations closely monitoring and contributing to the incident site.

2.3.4.2   Level 3 (Minimum Activation)

(1) WisDOT will send a member of the DTSD to staff the WisDOT station at the SEOC when deemed appropriate.

(2) DSP will send a member to the DSP station at the SEOC.

2.3.4.3   Level 2 (Partial Activation)

(1) WisDOT will send a member of the DTSD to staff the WisDOT station at the SEOC.

(2) DSP will send a member to the DSP station at the SEOC.

2.3.4.4   Level 1 (Full Activation)

(1) WisDOT will send a member of the DTSD and a PIO, as needed.

(2) DSP will send a member to the DSP station in the SEOC.

2.4. WisDOT Response Structure

2.4.1.   WisDOT will coordinate with the SEOC and local government to the regional level.

2.4.2.   Each WisDOT region and DSP post is prepared to coordinate with the county emergency operations centers and send liaisons to:

2.4.2.1   Provide on-site support, as needed. WisDOT is prepared to provide on-site support at an incident site, local jurisdiction, and/or EOC.

2.4.2.2   Monitor and report status of and damage to transportation systems and infrastructure as a result of an incident or emergency.

2.4.2.3   Provide situational awareness to the local jurisdictions and to the SEOC.

2.4.2.4   Report status of state highway system facilities.

2.4.2.5   Identify alternate transportation solutions implemented by WisDOT or other agencies when systems or infrastructure are damaged, unavailable, or overwhelmed.

2.4.2.6   Coordinate alternate transportation with local jurisdictions and mass transit providers.

2.4.2.7   Provide support to local jurisdictions for planning and implementing alternate routing on the local road network.

2.4.2.8   Provide support to the local jurisdictions and the FEMA evacuation liaison team.

2.4.2.9   Assist in the coordination of large-scale highway evacuations, especially if involving more than one state.

2.4.2.10 Prioritize restoration efforts based on the impacts to regional, statewide, and national interdependencies based on the functional classification of the roadway(s) with the top priority being given to the interstate system.

2.4.2.11 Support the local jurisdictions and federal planning efforts as they relate to transportation, including evacuation planning.

2.4.2.12 Work within the NIMS process to assist in ensuring that access and functional needs populations are included in the planning process.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 1, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

3.1. Lead Agency – Wisconsin Department of Transportation

Table 2: Lead Coordinating Agency Functions

Agency	Functions
Department of Transportation	**Division of Transportation System Development** • Coordinate transportation emergency management activities and state-owned resources in support of the WERP. • Conduct damage assessments on the state highway system. • Assist in promptly identifying impediments on evacuation routes on the state highway system and contacting responsible parties to remove the impediment. • Provide highway routing information necessary to redirect traffic from affected areas, provide road signs, and coordinate provision of barricades. • Coordinate the mobilization of personnel and equipment required for engineering services as related to the state highway system. • Coordinate the development of emergency contracts to pay private vendors for temporary repairs to the state highway system, including roadways and bridges. • Direct the removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage.
	Division of State Patrol (DSP) • Assist local law enforcement and local authorities with highway traffic operations, access control, security, and emergency response. • Work with DTSD and local law enforcement in traffic directions and evacuation efforts. • Provide state with communications network using microwave phone lines. • Assist with contraflow operations, if necessary. • Direct the removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage.

3.2. Wisconsin Governmental Support Agencies

Table 3: State Government Support Agencies Functions

Agency	Functions
Department of Administration	**Agency as a whole** • Coordinate state-owned transportation resources, as requested. ○ DOA Fleet maintains a fleet of rental vehicles consisting of sedans, minivans, and full-size cargo vans.
Department of Military Affairs	**Wisconsin Emergency Management** • Work with WisDOT in the damage assessment process. • Monitor and assist county and local evacuation efforts.

	Wisconsin National Guard
	• Assign WING personnel and equipment, if available, to assist with debris removal, road repairs, and the construction of temporary roadways.
	  ○ Engineer Mobility Support; debris removal and clearing.
	  ○ Community/Highway Assistance Team Support; winter storm and flood support.
	  ○ Traffic Control Strike Team; traffic control and security support.
	  ○ Transportation Support; personnel evacuation capability.

All other Wisconsin governmental support agencies	**Agency as a whole** • Provide transportation system support to state operations, as requested.

4. Supporting Documents

4.1. Agency-Specific Plans and Procedures

4.1.1. Plans

    4.1.1.1   WisDOT Emergency Transportation Operations Plan

    4.1.1.2   Adverse Weather Communication and Coordination Procedure

4.1.2. Guidelines

    4.1.2.1   WisHELPer Staff Requirements-Guidelines

    4.1.2.2   WisHELPer Checklist

    4.1.2.3   Regional Incident Management Coordinator (RIMC)/Regional Duty Officer (RDO) Guidelines

    4.1.2.4   WisDOT Emergency Traffic Control and Scene Management Guidelines

    4.1.2.5   Incident Management Team Policy and Procedures

    4.1.2.6   Emergency Contracting Procedures and Recommendations

    4.1.2.7   Public Information Officer (PIO)/Media "Tool-Kit"

    4.1.2.8   News/Media Release Templates

4.2. National Response Framework ESF 1

Table 4: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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Communications and Warning

Communications and Warning
ESF 2

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Table of Contents

List of Tables

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Administration/Division of Enterprise Technology (DOA/DET)
	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Justice (WI DOJ)
	Department of Natural Resources (DNR)
	Department of Transportation (WisDOT)
	Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)
	National Weather Service (NWS)
	Department of Health Services (WI DHS)
	Department of Military Affairs – Office of Emergency Communications (OEC)
Non-Governmental Support Organizations	American Red Cross
	The Salvation Army (SA)
	Wisconsin Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Service (WI ARES/RACES)
	Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT)
Private Sector Support Agencies	Telecommunications service providers
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA)
	FEMA Disaster Emergency Communications Response Division

1. Introduction

1.1 Purpose

1.1.1   Adequate, reliable communications and information technology equipment, facilities, and capacity for first responders and emergency management officials at all levels are core necessities for developing incident situational awareness and providing a common operating picture. ESF 2:

1.1.1.1   Coordinates strategic and tactical communications and information technology assets and statewide infrastructure.

1.1.1.2   Supports the rapid and accurate dissemination of information relating to impending or occurring natural or technological incidents to federal, state, tribal, and local officials, and the public.

1.2 Scope

1.2.1   ESF 2 is an integral element of the WERP and applies to all state agencies and state-owned communications and warning resources and information technology systems during an emergency declared by the governor (§ 323.10, Wis. Stats.).

1.2.2   ESF 2 may also support certain non-emergency events as determined by the Governor, the Adjutant General, or the WEM Administrator.

1.3 Policies

1.3.1   Except for the following incident types, WEM is the lead ESF 2 agency and the WEM Communications and Warning Officer is the ESF 2 coordinator:

    1.3.1.1   Public health emergencies declared by the Governor: WI DHS may be designated the lead agency for public health emergencies as in accordance with § 323.10, Wis. Stats.

    1.3.1.2   Cyber emergencies declared by the Governor: DET may be designated as the lead agency for cyber related emergencies in accordance with § 323.10, Wis. Stats. See the Cyber Incident Response Annex for additional details.

1.3.2   Except for cyber-related emergencies, DET supports ESF 2 by providing robust and reliable information technology infrastructure for state and local agencies on a day-to-day basis and during pending or occurring emergencies.

1.3.3   On request, the WEM Communications and Warning Officer may make communications and warning assets assigned to WEM available to state, local, and non-government agencies during pending or occurring emergency incidents and certain non-emergency events.

    1.3.3.1   When WEM cannot directly support requests for communications resources, the WEM Communications and Warning Officer coordinates with other state agencies for assets under their control.

    1.3.3.2   Where WEM, or another state agency, cannot support a resource request, the WEM Communications and Warning Officer may request resources through ESF 7.

1.3.4   Through ESF 2, WEM provides emergency alerting capability for key state and local jurisdiction officials in the event of an emergency or in anticipation of a pending emergency.

1.3.5   In conjunction with ESF 15, WEM can provide emergency alerting capability for the public for impending or occurring emergencies.

1.3.6   ESF 2 supports state agency continuity of operations plans (COOP) addressing telecommunications and information technology requirements at alternate locations.

1.3.7   The WERP Cyber Incident Annex outlines procedures, policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad-based approach to prepare and respond to cyber-related incidents.

2. Concept of Operations

2.1 General

2.1.1   The WEM Communications and Warning unit is responsible for providing trained communicators and reliable communications and, in conjunction with the DMA Information Technology Section, information technology infrastructure and capabilities at primary and alternate SEOCs as well as other locations due to exigent circumstances.

2.1.2   As necessary, the WEM Communications and Warning unit may request communications assistance through state-to-state mutual aid compacts, Emergency Management Assistance Compact (EMAC) requests, the State and Province Emergency Management Assistance Compact (NEMAC), and from FEMA through federal ESF 2.

2.1.3   The SEOC provides emergency communications between local jurisdictions, Canadian provinces, and state agencies as well as the federal government.

   2.1.3.1 Communications line of succession

   (1) Voice communications

   (A) Telephone

   (i)   Commercial landline telephone

   (ii)   Commercial wireless telephone

   (iii) Commercial satellite telephone

   (B) Two-way radio (see attachment 1 for specific radio frequencies)

   (i)   Wisconsin Interoperable System for Communications (WISCOM) statewide trunked radio system

   (ii)   WEM two-way radio repeater system

   (iii) FEMA Federal Emergency Management Agency National Radio Systems (FNARS)

   (iv) WI ARES/RACES

   (v)   State and national standard interoperable channels

   (2) Data communications

   (i)   WebEOC®

   (ii)   Email

   (iii) Facsimile

   (iv) WI Trac (for hospital to hospital information)

(3) WI ARES/RACES

2.2 Organization

2.2.1   The WEM Communications and Warning unit, organized under the Response Section of the Bureau of Response and Recovery, is staffed by a Communication Officer and an Assistant Communications Officer.

2.2.2   When the SEOC is operating at Level 3 or above, the WEM Communications and Warning unit supports ESF 2 in the Logistics Section.

2.3 WEM Communications Capabilities and Assets

2.3.1   WEM may establish a warning center which can operate on a 24 hour/365-day basis, if needed.

2.3.2   WEM maintains the Duty Officer System to serve as a 24/7 agency contact.

   2.3.2.1   A landline telephone system is the primary notification system to communicate with Federal Agencies.

   2.3.2.2   WEM provides a 24-hour hotline (800-943-0003) as a primary means for the public, local, county, and tribal officials to contact the WEM Duty Officer (DO). Callers to the 24-hour hotline will hear a voice recording with the following options:

   (1) Press 1 for Hazardous Substance Spills or to report a DNR emergency.

      (A) Between 7:00 AM and 10:00 PM routes calls to the DNR Hotline. DNR Hotline staff will notify the appropriate spill coordinators, DNR Duty Officer, and DNR staff as necessary. The DNR Duty Officer will notify the WEM Duty Officer, as necessary.

      (B) Between 10:00 PM and 7:00 AM and during weekends this routes calls to District 1 State Patrol. District 1 State Patrol staff will notify the DNR Duty Officer, as necessary.

   (2) Press 2 to report an emergency to the WEM Duty Officer

      (A) Between 7:00 AM and 10:00 PM this routes calls to the DNR Hotline. DNR Hotline staff will handle the calls according to the WEM Duty Officer Manual and will notify the WEM Duty Officer and Senior Duty Officer, as necessary.

      (B) Between 10:00 PM and 7:00 AM this routes call to the Wisconsin National Guard Joint Operations Center (JOC). JOC staff will handle the calls according to the WEM Duty Officer Manual and will notify the WEM Duty Officer and Senior Duty Officer, as necessary.

   (3) Press 3 for MABAS third alarm fire activations and to contact Badger Red

Dispatch Call Center.

2.3.2.3 The WEM Radiological Emergency Preparedness Section provides a just-in-time call center known as the Wisconsin Disaster Information Assistance Line (WI-DIAL) at 855-582-3993. The State Emergency Operations Center (SEOC) manager can activate WI-DIAL for radiological as well as all hazards drills, exercises, emergency incidents, and planned events, as needed.

(1) WEM provides, uses, and maintains facsimile machines at several locations at WEM headquarters in Madison and at the six regional offices.

(2) WEM provides most employees with a wireless telephone for voice, text, and email messages.

(3) WEM provides, uses, and maintains a limited number of satellite telephones capable of using the wireless telephone networks as a backup for key WEM facilities including the SEOC, the six regional offices, and for all key WEM staff members.

(4) WEM has the capability to initiate or participate in video teleconferences (VTC) using equipment disbursed from the WEM communications and warning office.

2.3.2.4 A secure telephone (STE) is available in the WEM administrator's office at WEM headquarters. Note: A limited number of key staff have the required DoD or DHS security clearances to operate the STE equipment during regular office hours. Backup and off-hours STE operations may be accomplished with a STE located in the Joint Operations Center.

2.3.3 To enhance situational awareness, WEM conducts teleconferences between the SEOC and WEM headquarters with counties, tribes, municipalities, and other emergency management partners.

2.3.4 Information technology assets

2.3.4.1 WebEOC provides a secure, compartmentalized, internet-based application for emergency management communication, collaboration, situational awareness, and information management.

2.3.4.2 RAVE is the primary method for sending alerts and notification messages via email, telephone, or text to WEM staff and other state, tribal, municipal, and county agencies. RAVE alerts are sent to all public and private emergency management partners as needed during an incident.

2.3.4.3 Email and Network Connectivity

2.3.5 Two-way radios

2.3.5.1 WEM maintains communications assets on both conventional analog, and

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Association of Public-Safety Communications Officials (APCO) Project 25 (P25) digital Phase I conventional channels including a system of seven conventional analog VHF two-way radio repeaters throughout the state. These repeaters are augmented by two mobile dual-mode analog/P25 repeaters on WEM's mobile 80-foot light tower.

(1) All WEM radios can communicate on common national and state interoperable channels as well as key fire and law enforcement channels.

(2) All WEM vehicles and regional offices have radios programmed for the WEM repeater system and interoperable channels.

(3) WEM maintains:

(A) A cache of P25 capable VHF portable radios at WEM headquarters in Madison.

(B) A cache of 700/800MHz portable radios, UHF portable radios, a portable VHF repeater, and a portable UHF repeater at WEM headquarters in Madison.

(C) A limited cache of P25 WISCOM dual-band portable radios at each WEM region director's office.

2.3.6   Other assets maintained by WEM

2.3.6.1 A NIMS Type 2, state-of-the-art, self-sustaining, all weather, interoperable mobile communications center (MCC) trailer containing:

(1) Limited conference facilities

(2) Dispatch stations

(3) A suite of radios capable of operating on all interoperable communications channels used in Wisconsin.

(4) In addition, the MCC has:

(A) Two onboard VHF analog radio repeaters for key interoperable radio repeaters

(B) Banks of VHF-Lo, VHF-Hi, UHF, 700/800MHz, Marine, Citizen's Band, Aviation, and high frequency radios to communicate with various conventional and trunked radio systems

(C) Other equipment allowing it to function as an on-scene emergency operations and dispatching center.

(5) The MCC can create:

(A) A local area wireless, internet connected computer network.

(B) A local area wireless telephone network.

(C) Ad hoc radio networks by interconnecting otherwise incompatible radio systems.

2.3.6.2 A mobile 80-foot, self-erecting, telecommunication and lighting tower available for rapid deployment and short or long-term use. The light tower contains:

(1) A high-powered lighting system capable of illuminating a wide area

(2) Two multi-mode analog and P25 digital two-way radio repeaters capable of operating on and patching communications between the WEM two-way radio network and various inter-agency statewide radio channels.

2.3.6.3 A NIMS Type 4, 22-foot, all-weather, self-sustaining trailer containing:

(1) Equipment capable of operating on and interconnecting disparate radio communications networks.

(2) A dispatch and communications area.

(3) A small meeting area.

(4) Limited cooking facilities.

2.4 Other State Agency Communications Capabilities and Assets

2.4.1 Human assets

2.4.1.1 Communications Unit Leaders (COMLs)

(1) An Incident Command System (ICS) position under the Logistics Section responsible for developing plans for the effective use of communications resources during an incident or event.

(2) COMLs are available through several state agency incident management teams (IMTs) including DNR and WSP, as well as regional IMTs.

(3) Both WEM Communications Officers are recognized COMLs.

2.4.2 Landline and wireless telephone assets

2.4.2.1 Backup voice-over-IP (VOIP) telephone system

(1) Operating on the DOT/WSP network and maintained by WSP.

(2) Phones are located in all WSP district headquarters, the WI DOT Traffic Management Center, WEM regional offices, and key locations in the SEOC and WEM.

2.4.2.2 Wisconsin Interoperable System for Communications (WISCOM)

(1) A shared, P25 trunked radio system available to first responders and

emergency management partners.

(2) The WISCOM system is managed by a statewide group made up of public safety executives representing federal, state, county, tribal, and local emergency management partners.

2.4.2.3 VHF two-way radio network

(1) Operated by WSP primarily for communications between each district headquarters and their cars in the field and with other county, tribal, and federal law enforcement agencies.

(2) WSP shares this system with multiple state agencies, including the DNR for communications with their wardens and rangers. Users have access to this system via State Patrol posts statewide.

2.4.3 Network Communications: The Department of Administration (DOA), Division of Enterprise Technology (DET) provides a wide array of Network and telecommunication support for State and local government entities including:

2.4.3.1 Application Services:

(1) Email exchange: Enterprise e-mail provides state agencies with a centrally managed, enterprise-wide messaging system. In addition to e-mail and calendar functions, the enterprise e-mail system provides anti-spam and anti-virus protection, file-sharing services, outbound faxing, and the ability to send encrypted e-mail. This service offers a variety of mailbox sizes designed to meet the diverse business needs of state agencies and their employees.

(A) Components of this system include:

(i) Operating system

(ii) Storage hardware

(iii) Server hardware

(iv) E-mail software and support

(B) Agency technical support staff provides support for the client-based e-mail component.

(2) Enterprise instant messaging and collaboration: Enterprise Instant Messaging and Collaboration (IMC) is a Unified Communications service based on Microsoft Lync. The Enterprise IMC service connects people everywhere, on Windows and other operating systems including mobile devices, as part of their everyday productivity experience. Enterprise IMC provides a consistent, single client experience for Presence, Instant Messaging, User-to-User Voice and Video as well as a great meeting experience.

2.4.3.2 Infrastructure services:

(1) BadgerNet: BadgerNet is Wisconsin's state-wide network serving all 72 counties by providing wide area network, Internet transport, and video applications to state government and educational entities. BadgerNet also provides network services to authorized users and other governmental entities such as municipalities, tribal nations, and technical colleges in the state. BadgerNet is a flexible high-capacity network for the transportation of electronic information across the state in an efficient and cost-effective manner.

2.4.3.3 Telecommunication services:

(1) Local Voice (Centrix, Long Distance) Service: Local Voice Service provides Centrex telephone service for State of Wisconsin agencies, universities, campuses, and authorized users. These services are provided under contract as negotiated by DOA with ATT, CenturyTel, Verizon, Solarus, and Frontier Telephone.

(2) Mobile Device Management: The Mobile Device Management Service provides state agencies with mobile device security protection, device management, email management, application management, and Bring your own Device (BYOD) support.

(3) Local Voice (Centrix, Long Distance) Service: Local Voice Service provides Centrex telephone service for State of Wisconsin agencies, universities, campuses, and authorized users. These services are provided under contract as negotiated by DOA with ATT, CenturyTel, Verizon, Solarus, and Frontier Telephone.

(4) Mobile Device Management: The Mobile Device Management Service provides state agencies with mobile device security protection, device management, email management, application management, and Bring your own Device (BYOD) support.

(5) Enterprise Skype for Business (Unified Communications): Skype for Business (Skype4B) is a Unified Communications (UC) service that connects people on Windows as well as other operating systems and platforms, including most mobile devices. It provides a consistent, single-client experience for Presence, Instant Messaging, User-to-User Voice and Video, as well as a meeting experience. Skype for Business also delivers seamless and secure integration with other Microsoft collaboration products such as Outlook, SharePoint, and Office applications.

2.4.3.4 Platform Services:

(1) Office 365: Office 365 is a subscription-based cloud service from Microsoft

that provides productivity software and related services for its users.

(2) SharePoint management: SharePoint 2013 service provides a web-based business productivity platform that allows for collaborative content to be centrally created and managed, with appropriate contextual metadata, customized to fit the business needs of the users.

2.4.3.5 Staff with technical expertise in all functions listed above.

2.4.3.6 Deployable Communications: During an emergency the DOA can deploy the following equipment in support of response personnel:

(1) Cellular phones – 100 (U.S. Cellular)

(2) iPads – 7

(3) Smart phones – 10 (Verizon)

2.4.4 Mobile routers: Wisconsin National Guard (WING) maintains a secure videoconference (SVTC) system located at Joint Forces Headquarters and at the State Capitol building in Madison.

2.4.5 WI DOJ maintains the Transaction of Information for Management of Enforcement (TIME) System consisting of a central computer facility with terminals located at WEM and approximately 2,850 law enforcement agencies throughout Wisconsin. Operating over dedicated telephone lines, the TIME system is used primarily to transmit law enforcement information. However, WEM may use the system to transmit and receive hard copy emergency and sensitive message traffic.

2.4.6 Two-way radio (see Attachment 4 for a map of key state-owned two-way radio tower sites):

2.4.6.1 WI DHS manages two medical-based communications systems:

(1) An EMS communications system using VHF and UHF conventional radio channels for ambulance and hospital communications. The system provides:

(2) Rapid access to emergency medical services (EMS) providers.

(3) EMS dispatch and response coordination.

(4) Medical control communications.

(5) 800MHz interoperability channels

(6) EMS-related interagency communications.

(7) The Wisconsin Tracking, Resources, Alerts and Communications (WI Trac) system, an internet-based tool for hospitals and their emergency response partners. WI Trac provides:

(8) Near real time hospital bed availability.

(9) Emergency alerting.

(10)   Other hospital related emergency communications.

2.4.6.2 WI DHS maintains the Wisconsin Emergency Medical Services Communications Plan.

2.4.6.3 The Wisconsin Interoperable System for Communications (WISCOM) is a P25 digital two-way trunking radio system for use statewide by federal, tribal, state, county, and local public safety agencies. WISCOM operates from a backbone of 126 radio tower sites operating primarily on VHF with some 800 MHz overlays. This includes local enhancement sites that have been added to the system by some WISCOM daily users. WISCOM is utilized for both daily and interoperable communications across the state. WISCOM is managed by the Department of Military Affairs-Office of Emergency Communications and maintained by the Department of Transportation, Division of State Patrol.

2.4.6.4 WSP maintains the Wisconsin Mutual Aid Radio Channel (MARC) for use statewide by all public safety agencies at all levels. The MARC network comprises base stations and radio repeaters throughout Wisconsin. MARC channels may be used any time interagency communications are required. See attachment 2 for detailed information on the MARC system.

(1) To enhance state access to local governments, WEM and WSP can communicate with county sheriffs' offices via radio from the closest WSP district headquarters using most standard statewide and national interoperable radio channels including the MARC channels.

2.4.6.5 The Wisconsin Office of Emergency Communications (OEC) was established within the Department of Military Affairs in October 2017 to serve as a resource to public safety stakeholders and coordination of public safety interoperable communications in Wisconsin. As part of the 2017-19 biennial budget, the Interoperability Unit housed at the Wisconsin Department of Justice (DOJ) was moved under DMA/OEC and included specific program areas. These areas include the Statewide Interoperability Coordinator position (SWIC), the Wisconsin Interoperable System for Communications (WISCOM), Next Generation 9-1-1 (NG9-1-1), Land Mobile Radio (LMR), and the Wisconsin Public Safety Broadband Program for FirstNet planning. In addition, OEC is now responsible for providing staff support to the Interoperability Council and its subcommittees which oversee the implementation of the Statewide Communications Interoperability Plan (SCIP)/Wisconsin Emergency Communications Strategy.

2.4.6.6 Agency Websites and Social Media: Most state agencies maintain websites and social media sites which allow citizens and other stakeholders the ability to obtain information about relevant programs and/or view press releases from those

agencies.

2.5 County and Local Government Two Way Radio Systems

2.5.1   County and municipal governments provide two-way radio systems to support their public safety and business needs. Provisions are in place at the local level to leverage these systems to support emergency management during an emergency.

2.6 Federal Agency Communications Capabilities

2.6.1   FEMA operates the Federal Emergency Management Agency National Radio Systems (FNARS), a high frequency (HF) radio network providing long distance non-secure voice communications capability and long-distance common telephone service. A FNARS radio is in the WEM communications room adjacent to the SEOC.

2.6.2   Mobile Emergency Response Support (MERS) and Mobile Air Transportable Telecommunications System (MATTS) resources support local, state, and federal responders with transportable communications support elements. Both MERS and MATTS provide mobile telecommunications, operational support, life support, and power generation assets for the on-site management of disaster and all-hazards activities.

2.6.3   FEMA operates the National Warning System (NAWAS) landline telephone system used for disseminating national level threat warnings to state and local jurisdictions throughout Wisconsin. FEMA permits and encourages states to use NAWAS for disseminating state level warnings to local jurisdictions. Both national and regional/state NAWAS terminals are in the WEM communications room and main office, with multiple state NAWAS terminals in other key WEM office areas. Additionally, the WI DOT's Traffic Management Center has a NAWAS terminal. NAWAS is WEM's designated backup communication system to communicate with federal emergency response organizations.

2.6.4   The National Oceanic and Atmospheric Administration (NOAA) all-hazards weather radio system is a network of over 1,000 nationwide transmitters broadcasting continuous weather information directly from the nearest National Weather Service (NWS) office. This network continually broadcasts official weather warnings, watches, forecasts, and other hazard information. See attachment 3 for information on NOAA weather radio facilities in Wisconsin.

2.6.5   The Emergency Alert System (EAS), part of the Integrated Public Alerting System (IPAWS), is a national public warning system providing the President the ability to address the American public during periods of national emergency. EAS operates through broadcast radio and television stations, cable and satellite television and radio systems, and direct broadcast satellite (DBS) providers.

2.6.5.1 State and local authorities can use EAS to deliver important emergency information, such as America's Missing: Broadcast Emergency Response (AMBER) alerts and weather information targeted to specific areas.

2.6.5.2 IPAWS also allows geo-specific alerting via the Wireless Emergency Alerts (WEA).

2.6.5.3 WEM has access to the statewide EAS and IPAWS networks and can make emergency broadcasts directly from WEM headquarters. WEM regularly transmits required monthly tests to broadcasters statewide via this system.

2.7 Private and Leased Services

2.7.1 Each SEOC workstation has a telephone connected to the commercial telephone network using AT&T Unified Communications (UC) Voice-over-IP (VoIP) telecommunications network. This network is cloud-based, (i.e., uses no on-premise servers), and traverses WEM's computer network. Two backup systems are provided in case of network outages:

2.7.1.1 Department of Transportation (DOT) VoIP phones on the DOT network serving WEM region director offices and other key locations.

2.7.1.2 POTS (Plain Old Telephone System) phones in key locations throughout WEM and on the UC VoIP network, allowing VoIP phones to continue communications.

2.7.2 The EMnet phone system is a dedicated VoIP communication network which utilizes the internet as primary and satellite as an automatic backup for the Point Beach Nuclear Power Plant. Phones are located at WI DOT Traffic Management Center in Milwaukee, WEM SEOC Communications (Room A106), and WEM Radiological Emergency Preparedness Section (Room 222). Two additional access ports are in the WEM SEOC Operations Section, and in the Planning and Preparedness Section (Room 212).

2.7.2.1 Priorities for the EMnet phone system are:

(1) Incident notification and changes to protective action recommendation.

(2) Status updates.

(3) General information and coordination.

2.7.3 A dedicated phone line for communication with the Prairie Island Nuclear Generating Plant. There are several answering points located within the SEOC as well as in WEM office spaces.

2.7.4 Local and county governments: Local and county governments often contract with private internet and communications service providers.

2.8 Non-Governmental Agencies Capabilities and Assets

2.8.1 Amateur radio

2.8.1.1 Amateur radio offers a robust distributed communications system operating in various portions of the radio spectrum using a variety of operating modes for worldwide and last-mile communications capabilities. The value of amateur radio to the emergency management community is well-documented as a critical asset in incidents where other radio services are overloaded, degraded, or inoperative.

2.8.1.2 WI ARES/RACES is a NIMS-compliant organization of volunteer amateur radio communicators located throughout the state who donate their time, skills, and equipment to provide a reliable backup communications system available to all public, private, and volunteer emergency management partners.

2.8.1.3 WEM maintains the WEM RACES Radio Room capable of using multiple amateur radio bands and modes. When activated by the WEM communications and warning officer, WI ARES/RACES provide credentialed volunteer communicators to operate the equipment.

2.8.1.4 More than 60 Wisconsin counties have ARES/RACES organizations grouped together into districts with boundaries identical to WEM Regions.

2.8.1.5 WI ARES/RACES teams mobilize through their county emergency managers for local incidents and by the WEM communications and warning officer for statewide incidents.

2.8.2 American Red Cross

The American Red Cross maintains a sophisticated radio communications network for its offices, mobile units, and personnel operating in the field. The American Red Cross supports victims of emergencies by passing health and welfare messages on their behalf. The American Red Cross makes their communications assets available to other emergency management partners as time and resources allow.

2.8.3 The Salvation Army (SA)

SA maintains some communications capabilities for its offices and units operating in the field. SA also sponsors the Salvation Army Team Emergency Radio Network (SATERN), a corps of amateur radio operators who volunteer their time, skills, and equipment to provide communications for SA and for victims of emergencies and disasters.

2.8.4 Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT)

2.8.4.1 WI-TERT is an organized network of trained public safety dispatchers available for deployment to assist a dispatch center or to staff a mobile communications center in the event an incident overwhelms or otherwise compromises a state or local public safety communications staff.

2.8.4.2 When requested, WI-TERT, through its memorandum of understanding (MOU) with WEM, deploys teams of communicators to support public safety agencies statewide. Agencies request assistance from WI-TERT through the WEM Duty Officer.

2.9 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those

responsibilities that are unique to ESF 2 and 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 2-1: Response Activities

Action Item	Agency
• Provide intra-agency communications services when operating in support of state and local emergency management agencies. • Provide support to victims of emergencies and disasters by transmitting health and welfare messages into and out of disaster areas.	American Red Cross SA
• In conjunction with WEM, support private utility operators in the restoration of voice, video, and data transmission capabilities. • Work with ISPs and telecommunication providers to establish or restore necessary communications capabilities during an emergency. • Work with other state and local agencies to restore network and IT service, as appropriate.	DOA/DET
• Provide agency personnel and communications support statewide.	WisDOT
• Provide and maintain communications infrastructure in support of commercial communications networks. • Restore communications capabilities when outages occur. • Assist state, tribal, county, and local governments with communications capabilities, when requested and able.	Private Sector
• As requested, provide backup voice and data communications services in support of local and state emergency management agencies.	WI ARES/ RACES
Communications and Warning Unit • Work with telecommunications partners to identify areas where deployable communications assets may be required. • Support communications and information technology equipment in the SEOC while it is operating at Level 3 or above. • Supplement state emergency communications systems with a mobile communications center and other WEM-operated equipment. • Issue IPAWS messages as requested by the Governor or the Governor's authorized representative or other municipalities, as needed. • Coordinate with DET and other state agencies to identify communications needs. • Deploy WEM radios as needed to facilitate response activities to public and private entities during emergencies. • Coordinate COML support to local governments and private sector partners, when requested. • Coordinate with the SEOC Operations and Logistics Sections (when elevated to level 3 or above) or the WEM Duty Officer (Level 4 & 5) to deploy communications and information technology resources, when requested.	DMA/WEM
• Provide trained public safety communicators to assist state and local jurisdictions when requested in an emergency.	WI-TERT

Table 2-2: Short Term Recovery Activities

Action Item	Agency
• Assume a lead role in managing the recovery of communications- related activities from a human health-related incident. • In conjunction with WEM, support private utility operators in the restoration of voice, video, and data transmission capabilities. • In conjunction with WEM, coordinate acquisition and deployment of additional telecommunications equipment and personnel necessary to establish temporary communications capabilities within the affected area.	DOA/DET
• As necessary, support private utility operators in the restoration of voice, video, and data transmission capabilities.	WisDOT

• In conjunction with DET, support private utility operators in the restoration of voice, video, and data transmission capabilities. This support may include, but is not limited to:
  o Communications Liaison Officer
  o Portable and mobile radio asset deployment
  o Technical advice
• In conjunction with DET, coordinate acquisition and deployment of additional telecommunications equipment and personnel necessary to establish temporary communications capabilities within the affected area.
	DMA/WEM

3. Supporting Documents

3.1 Attachments

3.1.1   ICS Form 217a Communications Resource Availability Worksheet (This document is not included as it is U//FOUO but is available at the WEM Communications Office.)

3.1.2   Wisconsin Mutual Aid Channel (MARC)

3.1.3   NOAA Radio Tower Locations

3.1.4   WISCOM Tower Site Map

3.2 Agency-Specific Plans and Procedures

3.2.1   SEOC Operations Manual

3.2.2   WISCOM Administrative Manual

3.2.3   Wisconsin ARES/RACES Communications Reference Plan

3.2.4   Wisconsin TERT Memorandum of Understanding

3.2.5   Wisconsin Emergency Medical Services Communications Plan

3.3 National Response Framework ESF 2

Table 3-1: Record of Change

#	Date	Agency/Individual	Change
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Attachment 1

ICS Form 217a Communications Resource Availability

The State of Wisconsin's ICS form 217a Communications Resource Availability is intended for the State of Wisconsin's emergency management partners. The ICS form 217a contains information not for public distribution or disclosure. Distribution is restricted.

The State of Wisconsin's ICS form 217a is maintained by the Mission Support Section of:

Wisconsin Emergency Management
2400 Wright Street
Madison, WI 53707-7865

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Attachment 2

Wisconsin Mutual Aid Radio Channel

State of Wisconsin
Mutual Aid Radio Channel

Repeater Locations

Active County Repeaters
Other Active Repeaters
Future Repeaters
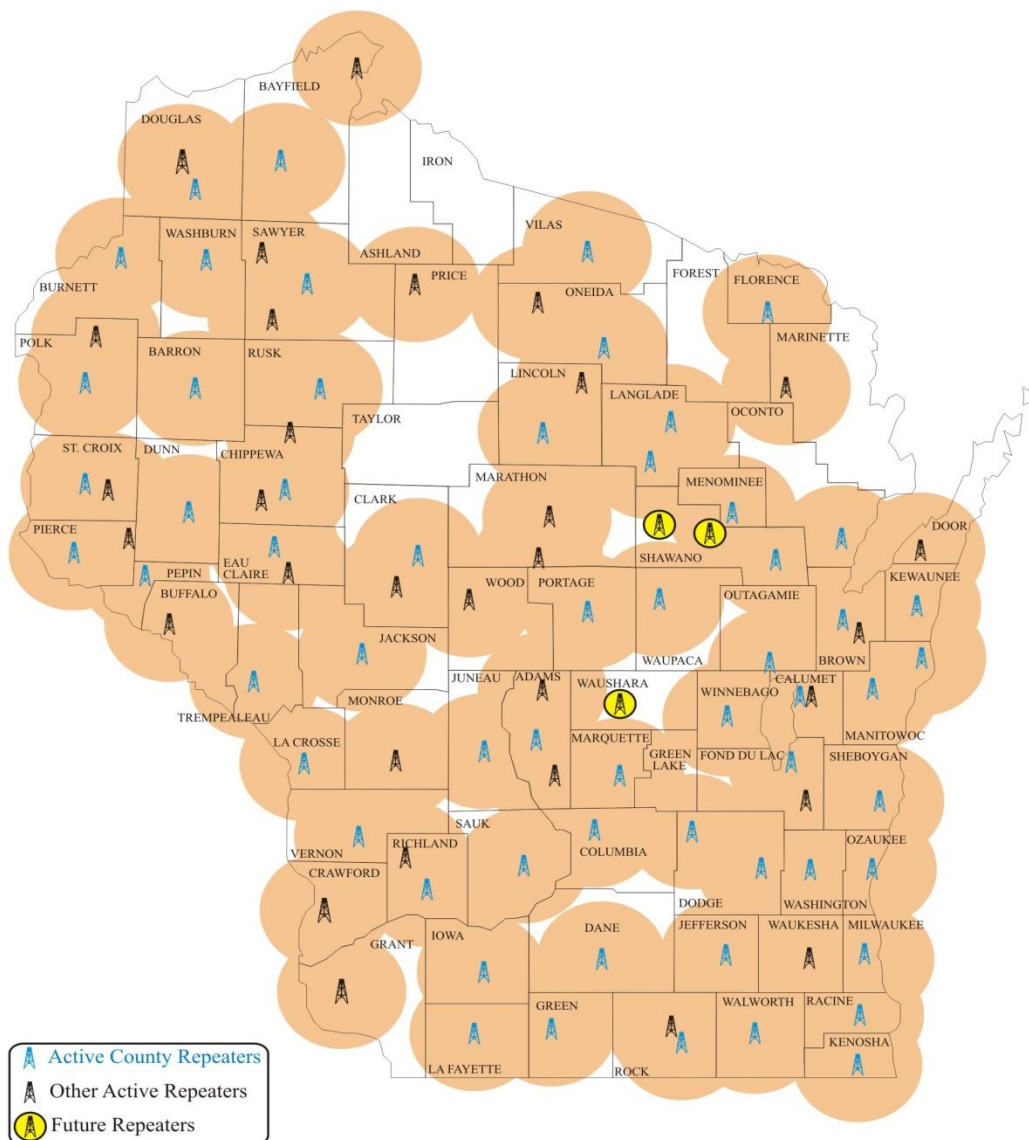
Note: This map is not intended to represent actual coverage area, but rather an approximation of average expected coverage off of the current MARC repeaters in the state

June 30, 2008

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Attachment 3

NOAA Radio Tower Locations

ALL-HAZARDS/NOAA WEATHER RADIO TRANSMITTERS

A Wisconsin public safety service maintained by the Wisconsin Educational Communications Board
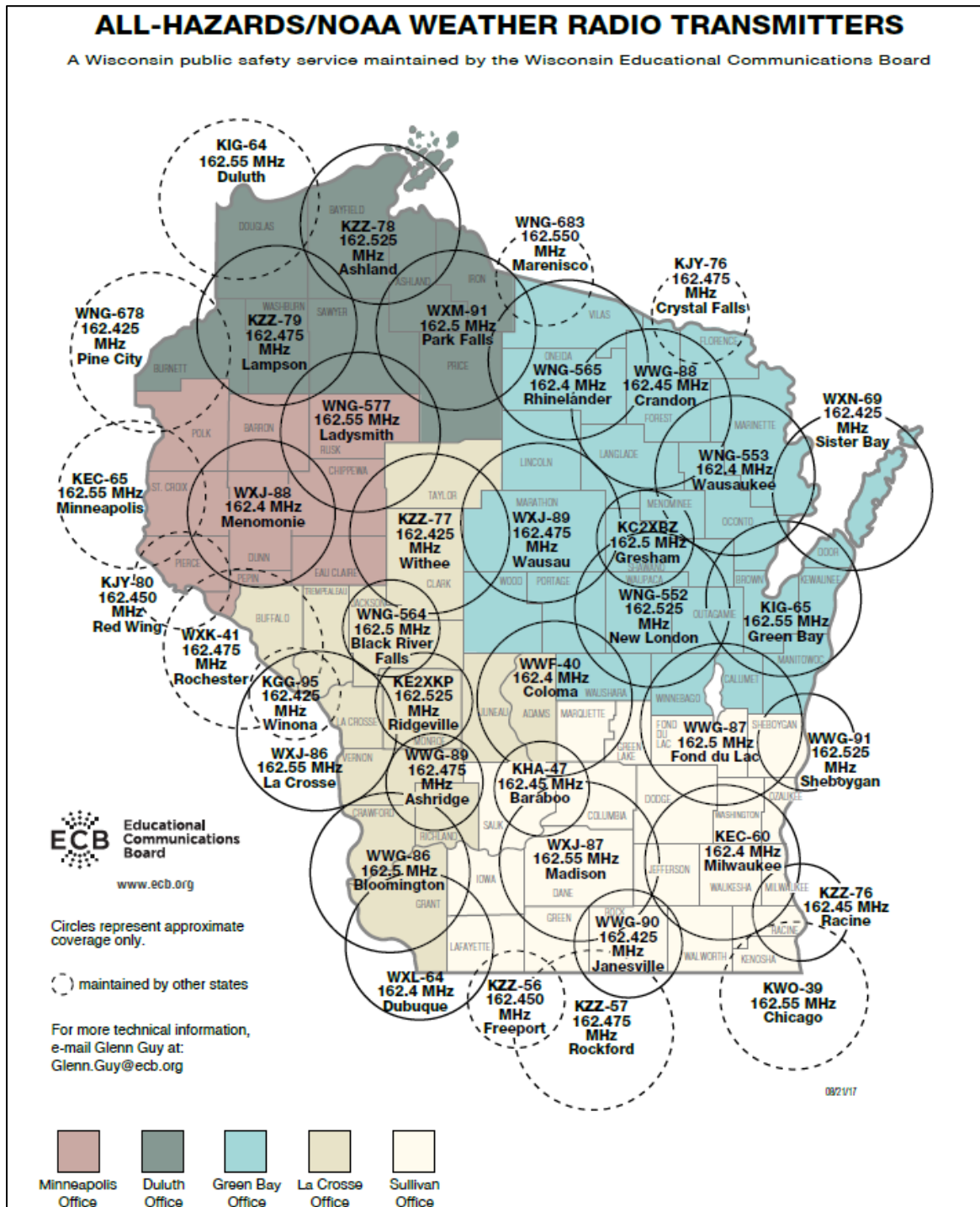
1. Weather Radio Stations

Table 1-1 Weather Radio Stations lists the National Weather Service weather radio stations in Wisconsin.

Table 1-1: Weather Radio Stations

City	Call Signal	Frequency
Ashland	KZZ-78	162.525 MHz
Ash Ridge	WWG-89	162.475 MHz
Baraboo	KHA-47	162.450 MHz
Black River Falls	WNG-564	162.500 MHz
Bloomington	WWG-86	162.500 MHz
Coloma	WWF-40	162.400 MHz
Crandon	WWG-88	162.450 MHz
Delafield / Milwaukee	KEC-60	162.400 MHz
Dubuque / Kieler	WXL-64	162.400 MHz
Eau Claire / Menomonie	WXJ-88	162.400 MHz
Fond du Lac	WWG-87	162.500 MHz
Green Bay	KIG-65	162.550 MHz
Gresham	KC2-XBZ	162.500 MHz
Janesville	WWG-90	162.425 MHz
La Crosse	WXJ-86	162.550 MHz
Ladysmith	WNG-577	162.550 MHz
Madison	WXJ-87	162.550 MHz
New London	WNG-552	162.525 MHz
Park Falls	WXM-91	162.500 MHz
Racine	KZZ-76	162.450 MHz
Rhinelander	WNG-565	162.400 MHz
Ridgeville	KE2-XKP	162.525 MHz
Sheboygan	WWG-91	162.525 MHz
Sister Bay	WXN-69	162.425 MHz
Spooner	KZZ-79	162.475 MHz
Wausau	WXJ-89	162.475 MHz
Wausaukee	WNG-553	162.400 MHz
Withee	KZZ-77	162.425 MHz
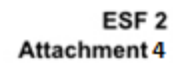
Attachment 4

WISCOM Tower Site Map

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Public Works and Engineering
ESF 3

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Table of Contents

List of Tables

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Public Works & Engineering

Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)
	Department of Corrections (WI DOC)
	Department of Justice (WI DOJ)
	Department of Natural Resources (DNR)
	Department of Safety & Professional Services (DSPS)
	Department of Transportation (WisDOT)
	Public Service Commission (PSC)
	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	U.S. Army Corps of Engineers (USACE)
	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

To coordinate emergency public works and engineering support to local, county, and tribal governments by drawing from the public sector, private sector, and volunteers.

1.2. Scope

1.2.1. Support life-saving, life-sustaining, and reduction of property damage efforts.

1.2.2. Assess the damage to critical structures and infrastructure.

1.2.3. Restore and maintain essential services along with emergency repair of damaged public infrastructure and critical facilities.

1.2.4. Provide technical assistance to include engineering expertise, construction management, and contracting real estate services.

1.2.5. Provide for the necessary equipment, supplies, and procuring of private sector resources to support emergency response.

1.3. Policies

1.3.1. Tribal and local units of government are responsible for ensuring that infrastructure and buildings in their respective communities are safe for use after a disaster.

1.3.2. Tribal and local units of governments are responsible for mutual aid and assistance agreements to facilitate the sharing of resources to support emergency response. Copies of these agreements should be provided to WEM.

1.3.3. Tribal and local authorities are responsible for obtaining required permits, waivers, and clearances related to ESF 3 support.

1.3.4.   State, tribal, and local authorities will encourage the participation of private sector infrastructure owners and operators in ESF 3 incident action planning and other planning activities.

1.3.5.   The private sector is a partner or lead for the rapid restoration of infrastructure or related services.

1.3.6.   The state is responsible for coordinating assistance from federal agencies when an incident or disaster requires such a response.

2. Concept of Operations

2.1. General

2.1.1.   Activation of ESF 3 resources occurs through the Duty Officer (DO) system unless the State Emergency Operations Center (SEOC) is at Level 3 or above.

2.1.2.   ESF 3 is managed through WEM and at the local level. State coordination activities are conducted by the WEM Region Director

2.1.3.   There may be mutual aid agreements in place between public works agencies based upon the Public Works Mutual Assistance Agreement authorized under §323.13(1)(d), Wis. Stats.; the Wisconsin Public Works Assistance Agreement or other local agreements.

2.2. Response Capabilities

2.2.1.   Technical advice and evaluations

2.2.2.   Engineering services

2.2.3.   Construction management and inspection

2.2.4.   Emergency contracting

2.2.5.   Provision of potable water

2.2.6.   Provision of emergency power

2.2.7.   Needs and damage assessment immediately following the incident

2.2.8.   Debris clearance from public streets and roads and oversight of collection sites for the various items removed.

2.2.9.   Temporary repair or replacement of emergency access routes.

2.2.10. Emergency demolition or stabilization of damaged structures and facilities (structures designated by state and local jurisdictions as immediate hazards to the public health and safety to facilitate the accomplishment of life saving operations).

2.2.11. Emergency contracting to support public health and safety.

2.2.12. Support and coordinate the assistance that may be provided by government-sponsored volunteer groups and resources in support of the functions of this ESF.

2.2.13. Technical assistance including structural inspection of private residences, commercial buildings, and structures.

2.2.14. Assist in the preparation of internal preliminary damage assessments (PDAs).

3. Agency Responsibilities

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 responsibilities that are unique to ESF 3, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

3.1. Common Responsibilities

During non-emergency operational periods, ESF 3 primary and support agency personnel maintain a notification system capable of assembling a state engineering team to be attached as needed to preliminary damage assessment team.

3.2. Lead Coordinating Agency – Department of Military Affairs

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs: Wisconsin Emergency Management	• Coordinate assistance from federal, state, and private organizations. • Coordinate assistance for local governments in assessing damage to infrastructure and buildings, and determine what resources are required to restore and maintain essential services. • Coordinate with state agencies responsible for public works and engineering to provide local governments the necessary resources to restore and maintain essential services. • Provide training, as requested, to local entities regarding conducting damage assessment and identification of appropriate mitigation measures. • Begin to collect and process damage assessment reports of the disaster or emergency as soon as practical with available resources. Process and distribute these reports to other pertinent county, state, and federal agencies. • Identify, prioritize, and coordinate energy and utility problems that result from the disaster (e.g. shut off gas and electricity to flooded areas, restore critical systems, control underground water, and gas main breaks).

3.3. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration	• Provide state fleet vehicles or state aircraft for the transportation of people, the limited transportation of supplies, or for damage assessment. • Provide architects and engineers who can assist with damage assessment and make recommendations in the areas of structural and roof evaluation, design and construction supervision, evaluation of electrical and utility facilities, and power plant operation. • Assist with locating various energy suppliers in the case of a power shortage. • Provide energy (i.e. heating) assistance and emergency weatherization services for low income households during periods of cold weather. • Complete the damage assessment of state-owned facilities in the disaster area. • Access the state and federal surplus property contacts to determine the availability of assistance. • Coordinate with users to restore BadgerNet (i.e. voice, data, and video networks for public agencies around Wisconsin) in the event of an outage.
Department of Corrections	• Provide inmate labor forces to assist in a disaster based upon WI DOC policies or procedures.
Department of Justice	• Provide legal assistance in matters related to possible fraud and deceptive practices by companies or individuals against those affected by the incident. • Assist in the investigation and possible prosecution in reported incidents of fraud, deceptive practices, or other criminal activity related to the incident.
Department of Natural Resources	• Provide technical assistance in the areas of water and air quality, sewage treatment, dam safety, hazardous and solid waste, river flood control, shoreline protection, and environmental assessments. • Inspect dams, order draw-downs and repairs, and recommend operational changes. • Assist with providing the necessary environmental waivers and legal clearances to response efforts. • Support efforts for temporary construction of roads and bridges, when appropriate. • Support efforts to protect the water supply and sewage systems. • Support efforts with debris, trash, and waste removal, including assisting with temporary landfill issues. • Support efforts to designate and demolish structures that are determined to be hazardous. • Assist with determining the need for and construction of emergency structures (e.g. levees, sandbagging, bridges). • Support efforts to provide sanitation services during an emergency. • Coordinate with WEM and local governments to utilize private contractors in response, recovery, mitigation, and remediation efforts. • Identify critical locations (e.g. water and wastewater facilities) that need to be cleared of debris immediately to provide effective emergency services.

Agency	Functions

Department of Safety & Professional Services	• Assist local officials with assessing damage to private onsite waste treatment systems (POWTS) and facilitate the restoration of those damaged systems.
	• Assist local officials with assessing damage to buildings and structures that constitute an imminent danger and warrant demolition.
	• As requested, provide local officials with:
	  o Information on businesses credentialed and regulated by the state to perform building inspection and repair services.
	  o Prioritize and expedite credentialing of out-of-state individuals performing work associated with the repair, construction, and inspection of damaged buildings and structures.
	• Provide consultation services:
	  o To local officials who are required to determine if a state plan review must take place prior to working on damaged buildings and structures, and POWTS.
	  o To design professionals involved in the repair or reconstruction of damaged buildings and structures.
	  o On a prioritized plan, review service to those design professionals requiring a plan review and approval in order to proceed with the repair or replacement of damaged buildings and structures, and POWTS.
	• Assist local partners in assessing and resolving potential health issues related to the debris removal process.

Department of Transportation	• Provide technical expertise to county and local officials to prevent further damage or to assist with emergency repairs of state, county, and local highways and bridges, along with prioritizing the necessary repairs. • Coordinate road closures and establish alternate routes of access. • Provide staff to assess and compile damage assessments for highways, parks, and other public works facilities that will assist WEM and FEMA with the development of preliminary damage reports. • Provide staff or lists of private appraisers for the preliminary assessment of damages to railroads and other transportation routes. • Provide lists of private contractors and consultants who could assist local governments with the design, repair, and construction of transportation infrastructure.
Public Service Commission	• Provide assistance to coordinate and prioritize the repair or restoration of utilities, including overseeing that safety inspections are conducted before the general public is allowed to return to the impacted area. • Provide regulatory oversight and enforcement of public utility companies regarding their emergency preparedness and response. • Monitor emergency service activities of electric, telecommunication, water, and natural gas public utilities. • Act as liaison between public utilities and state and federal governmental agencies and officials. • Assist with damage assessment of public utility facilities and prioritize the need for disaster recovery funding.

Agency	Functions
Department of Military Affairs: Wisconsin National Guard	• Provide requested resources to support state and local emergency response efforts for the protection of life and property. • Track usage of WING resources in accordance to WING Concept Plan (CONPLAN 11-01). • Coordinate with the SEOC and local incident commander(s) for withdrawal of WING resources.

4. Supporting Documents

4.1. Attachments

4.1.1.   Public Works Mutual Assistance Agreement

4.1.2.   Wisconsin Public Works Mutual Assistance Agreement Operations Plan

4.2. Agency-Specific Plans and Procedures

4.2.1.   WING Concept Plan 11-01

4.3. Federal Support

4.3.1.   National Response Framework, Third Edition, June 2016

4.3.2.   Emergency Support Function #3 – Public Works and Engineering Annex, June 2016

Table 4-1: Record of Change

#	Date	Agency/Individual	Change
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Attachment 1

Public Works Mutual Assistance Agreement

Public Works Mutual Assistance Agreement

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This Agreement made and entered into the date set forth next to the signature of the respective parties, by and between the units of local government subscribed hereto (hereafter "Unit(s)" that have approved this Agreement as provided in Section 11 and adopted same in manner as provided by law and are hereafter listed at the end of this Agreement or on file pursuant to Section 11.

WHEREAS, the parties hereto have determined because of geographical and regional considerations it is important for Wisconsin public works to coordinate mutual aid through the Public Works Mutual Assistance Agreement for the effective and efficient provision of Mutual aid between the Units; and

WHEREAS, it is recognized and acknowledged that emergencies, natural disasters, and man-made catastrophes do not conform to designated territorial limits and state boundaries; and

WHEREAS, the Wisconsin Statute 66.0301(2) authorizes any municipality to contract with other municipalities for the receipt or furnishing of services, such as public works services.

WHEREAS, section 323.13(1)(d) of the Wisconsin Statutes relates to standards for local emergency management programs, and

WHEREAS, pursuant thereto the Adjutant General of the Department of Military Affairs of the State of Wisconsin is authorized to furnish guidance, develop and promulgate standards for emergency management programs; and

WHEREAS, pursuant to section 323.13(1)(d) of the Wisconsin Statutes, the standard for agencies that manage public works programs "shall include the suggestion that the local unit of government, or a federally recognized American Indian tribe or band in this state, adopt the mutual assistance agreement created by the division for the intergovernmental collaboration of public works personnel, equipment, and resources in a multi-jurisdictional or multi-agency response"; and

WHEREAS, Public Works is recognized as a first responder pursuant to Homeland Security Personnel Directive (HSPD8); and

WHEREAS, the American Public Works Association (APWA) recognizes and encourages the formation of statewide mutual assistance agreements which provide for public works support across the full spectrum of public works functions; and

WHEREAS, Emergency Management Assistance Compacts (EMAC), ratified by Congress and the State of Wisconsin, has been established to coordinate interstate response and is coordinated through Wisconsin Emergency Management (WEM); and

WHEREAS, the National Response Framework (NRF) presents the guiding principles that enable all public works response partners to prepare for and provide for a unified national response to disasters and emergencies and the NRF provides public works with a systematic proactive approach to prevent, protect against, respond to, recover from, and mitigate the effects of incidents in order to reduce the loss of life and property, and harm to the environment; and

WHEREAS, the parties hereto have determined that it is in their best interests to enter into this Agreement to secure to each the benefits of mutual aid in public works for the protection of life and property from an emergency or disaster; and,

WHEREAS, the parties hereto have determined that it is in their best interests to associate to provide for communications procedures, training and other necessary functions to further the provision of said protection of life and property from an emergency or disaster;

NOW, THEREFORE, in consideration of the foregoing recitals, the Unit's membership in the Public Works Mutual Assistance Agreement and the covenants contained herein,

THE PARTIES HERETO AGREE AS FOLLOWS:

SECTION ONE

Purpose

It is recognized and acknowledged that in certain situations, such as, but not limited to, emergencies, natural disasters and man-made catastrophes, the use of an individual Member Unit's personnel and equipment to perform functions outside the territorial limits of the Member Unit is desirable and necessary to preserve and protect the health, safety, and welfare of the public. It is further expressly acknowledged that in certain situations, such as the aforementioned, the use of other Member Unit's personnel and equipment to perform functions within the territorial limits of a Member Unit is desirable and necessary to preserve and protect the health, safety, and welfare of the public. Further, it is acknowledged that coordination of mutual aid through the Public Works Mutual Assistance Agreement is desirable for the effective and efficient provision of mutual aid.

SECTION TWO

Definitions

For the purpose of this Agreement, the following terms as used in this agreement shall be defined as follows:

A. "Aiding Unit": A Member Unit furnishing equipment, personnel, and/or services to a Stricken Unit.

B. "Authorized Representative": A party's employee who has been authorized, in writing by that party, to request, to offer, or to otherwise provide aid and assistance under the terms of this Agreement. The list of Authorized Representatives for each party shall be attached to the executed copy of this Agreement. In the event of a change of personnel, unless otherwise notified, the presumption will be that the successor to the employee's position will be the authorized representative.

C. "Emergency": An occurrence or condition in a Stricken Unit's territorial jurisdiction which results in a situation of such magnitude and/or consequence that it cannot be adequately handled by the Stricken Unit, so that it determines the necessity and advisability of requesting aid.

D. "Executive Board": The statewide oversight board of PWMAS which is comprised of Region representatives.

E. "Incident command system": This system has the meaning specified in s. 323.02(9), Stats., and follows the guidelines of the National Incident Management System, also known as NIMS.

F. "Member Unit": A unit of local government including but not limited to a county, city, village, town, tribe or band, or an intergovernmental agency and the units of which the intergovernmental agency is comprised which is a party to the Public Works Mutual Assistance Agreement and has been appropriately authorized by the governing body to enter into such agreement, and to comply with the rules and regulations of PWMAS.

G.   "Public Works": The physical structures and facilities developed or acquired by a local unit of government or a federally recognized American Indian tribe or band in this state to provide services and functions for the benefit and use of the public, including water, sewerage, waste disposal, utilities, and transportation.

H. "Public Works Mutual Assistance System" (hereinafter referred to as PWMAS): A definite and prearranged plan whereby emergency response and assistance is provided to a Stricken Unit by the Aiding Unit(s) in accordance with the system established and maintained by the Member Units and amended from time to time.

I.   "PWMAS or 'Pubic Works Mutual Assistance System' region" means the WEM regional areas as identified by the Adjutant General under ss. 323.13(2)(a), Stats.

J.   "Stricken Unit": A Member Unit or a non-participating local governmental unit which requests aid in the event of an emergency.

SECTION THREE

Authority and Action to Effect Mutual Aid

The Member Units hereby authorize and direct their respective Authorized Representative or his/her designee to take necessary and proper action to render and/or request mutual aid from the other Member Units in accordance with the policies and procedures established and maintained by the PWMAS Member Units. The aid rendered shall be to the extent of available personnel and equipment not required for adequate protection of the territorial limits of the Aiding Unit. The judgment of the Authorized Representative, or his designee, of the Aiding Unit shall be final as to the personnel and equipment available to render aid.

A. Whenever an emergency occurs and conditions are such that the Authorized Representative, or his designee, of the Stricken Unit determines it advisable to request aid pursuant to this Agreement he shall notify the Aiding Unit of the nature and location of the emergency and the type and amount of equipment and personnel and/or services requested from the Aiding Unit.

B. The Authorized Representative, or his designee, of the Aiding Unit shall take the following action immediately upon being requested for aid:

1. Determine what equipment, personnel and/or services are requested according to the system maintained by PWMAS.

2. Determine if the requested equipment, personnel, and/or services can be committed in response to the request from the Stricken Unit;

3. Dispatch immediately the requested equipment, personnel and/or services, to the extent available, to the location of the emergency reported by the Stricken Unit in accordance with the procedures of PWMAS;

4. Notify the Stricken Unit if any or all of the requested equipment, personnel and/or services cannot be provided.

SECTION FOUR

Jurisdiction Over Personnel and Equipment

Personnel dispatched to aid a party pursuant to this Agreement shall remain employees of the Aiding Unit. Personnel of the Aiding Unit shall report for direction and assignment at the scene of the emergency to the Planning Section Chief, or designee, of the Stricken Unit. The Aiding Unit shall at all times have the right to withdraw any and all aid upon the order of its Authorized Representative or designee; provided, however, that the Aiding Unit withdrawing such aid shall notify the Incident Commander or designee of the Stricken Unit of the withdrawal of such aid and the extent of such withdrawal.

SECTION FIVE

Compensation for Aid

Equipment, personnel, and/or services provided pursuant to this Agreement may be waived at the discretion of the Aiding Unit. It is the policy of the parties to this Agreement to seek compensation from a Stricken Unit only when the costs associated with the mutual assistance causes a financial burden upon the Aiding Unit. However, any expenses recoverable from third parties and responsible parties shall be equitably distributed among Aiding Units. Nothing herein shall operate to bar any recovery of funds from any state or federal agency under any existing state and federal laws.

SECTION SIX

Insurance

Each party hereto shall procure and maintain, at its sole and exclusive expense, insurance coverage, including: comprehensive liability, personal injury, property damage, worker's compensation, with minimum limits of $1,000,000 auto and $1,000,000 combined single limit general liability and professional liability. No party hereto shall have any obligation to provide or

extend insurance coverage for any of the items enumerated herein to any other party hereto or its personnel. The obligations of the Section may be satisfied by a party's membership in a self-insurance pool, a self-insurance plan or arrangement with an insurance provider approved by the state of jurisdiction. The PWMAS may require that copies or other evidence of compliance with the provisions of this Section be provided to the PWMAS. Upon request, Member Units shall provide such evidence as herein provided to the PWMAS members.

SECTION SEVEN

Indemnification Liability and Waiver of Claims

Each party hereto agrees to waive all claims against all other parties hereto for any loss, damage, personal injury or death occurring in consequence of the performance of this Agreement; provided, however, that such claim is not a result of willful or reckless misconduct by a party hereto or its personnel. The Stricken Unit hereby expressly agrees to hold harmless, indemnify and defend the Aiding Unit and its personnel from any and all claims, demands, liability, losses, including attorney fees and costs, suits in law or in equity which are made by a third party that may arise from providing aid pursuant to this Agreement.

All employee benefits, wage and disability payments, pensions and worker's compensation claims, shall be the sole and exclusive responsibility of each party for its own employees provided, however, that such claim is not a result of reckless, wanton, or intentional misconduct by a party hereto or its personnel.

SECTION EIGHT

Non-Liability for Failure to Render Aid

The rendering of assistance under the terms of this Agreement shall not be mandatory and the Aiding Unit may refuse if local conditions of the Aiding Unit prohibit response. It is the responsibility of the Aiding Unit to immediately notify the Stricken Unit of the Aiding Unit's

inability to respond, however, failure to immediately notify the Stricken Unit of such inability to respond shall not constitute evidence of noncompliance with the terms of this section and no liability may be assigned.

No liability of any kind or nature shall be attributed to or be assumed, whether expressly or implied, by a party hereto, its duly authorized agents and personnel, for failure or refusal to render aid. Nor shall there be any liability of a party for withdrawal of aid once provided pursuant to the terms of this Agreement.

SECTION NINE

Non-Discrimination

In the performance of the services under this Agreement each party agrees not to discriminate against any employee or applicant because of race, religion, marital status, age, color, sex, handicap, national origin or ancestry, income level or source of income, arrest record or conviction record, less than honorable discharge, physical appearance, sexual orientation, political beliefs, or student status. Each party further agrees not to discriminate against any subcontractor or person who offers to subcontract on this contract because of race, religion, color, age, disability, sex, or national origin.

SECTION TEN

Term

This Agreement shall be in effect for a term of one year from the date of signature hereof and shall automatically renew for successive one year terms unless terminated in accordance with this Section.

Any party hereto may terminate its participation in this Agreement at any time, provided that the party wishing to terminate its participation in this Agreement shall give written notice to the Board of their Region and to the Executive Board specifying the date of termination, such

notice to be given at least 90 calendar days prior to the specified date of termination of participation. The written notice provided herein shall be given by personal delivery, registered mail, or certified mail. In Wisconsin, a copy of such notice shall also be deposited with Legal Counsel, Wisconsin Emergency Management, 2400 Wright Street, Room 213, P.O. Box 7865, Madison, WI 53700-7865, telephone (608) 242-3232.

SECTION ELEVEN

Effectiveness

This Agreement shall be in full force and effective upon approval by the parties hereto in the manner provided by law and upon proper execution hereof. In Wisconsin, a copy of such agreement shall be deposited with Wisconsin Emergency Management, 2400 Wright Street, Room 213, P.O. Box 7865, Madison, WI 53700-7865, telephone (608) 242-3232.

SECTION TWELVE

Binding Effect

This Agreement shall be binding upon and inure to the benefit of any successor entity which may assume the obligations of any party hereto. Provided, however, that this Agreement may not be assigned by a Member Unit without prior written consent of the parties hereto.

SECTION THIRTEEN

Validity

The invalidity of any provision of this Agreement shall not render invalid any other provision. If, for any reason, any provision of this Agreement is determined by a court of competent jurisdiction to be invalid or unenforceable, that provision shall be deemed severable and this Agreement may be enforced with that provision severed or modified by court order.

SECTION FOURTEEN

Notices

All notices to terminate or join hereunder shall be in writing and shall be served personally, by registered mail, or certified mail to the parties at such addresses as may be designated from time to time on the PWMAS mailing lists or, to other such addresses as shall be agreed upon.

SECTION FIFTEEN

Governing Law

This Agreement shall be governed, interpreted, and construed in accordance with the laws of the State of Wisconsin.

SECTION SIXTEEN

Execution in Counterparts

This Agreement may be executed in multiple counterparts or duplicate originals, each of which shall constitute and be deemed as one and the same document.

SECTION SEVENTEEN

Executive Board of PWMAS

An Executive Board is hereby established to consider, adopt, and amend from time to time as needed rules, procedures, by-laws, and any other matters deemed necessary by the Member Units. The Executive Board shall consist of a member elected from each Region within PWMAS who shall serve as the voting representative of said Region on PWMAS matters, and may appoint a designee. Such designee shall be from within the respective Region and shall have all rights and privileges attendant to a representative of that Member Unit.

A President and Vice President shall be elected from the representatives of the Member Units and shall serve without compensation. The President and such other officers as are provided for in the bylaws shall coordinate the activities of the PWMAS.

SECTION EIGHTEEN

Duties of the Executive Board

The Executive Board shall meet regularly to conduct business and to consider and publish the rules, procedures, and by laws of the PWMAS, which shall govern the Executive Board meetings and such other relevant matters as the Executive Board shall deem necessary.

SECTION NINETEEN

Rules and Procedure

Rules, procedures, and by laws of the PWMAS shall be established by the Member Units via the Executive Board as deemed necessary from time to time for the purpose of administrative functions, the exchange of information, and the common welfare of the PWMAS. In Wisconsin, PWMAS policies and general operating procedures shall be available on request without charge from Wisconsin Emergency Management, 2400 Wright Street, Room 213, P.O. Box 7865, Madison, WI 53700-7865, telephone (608) 242-3232. PWMAS policies and procedures may also be accessed from the Wisconsin Emergency Management webpage at https://dma.wi.gov/DMA/wem.

SECTION TWENTY

Amendments

This Agreement may only be amended by written consent of all the parties hereto. This shall not preclude the amendment of rules, procedures, and by laws of the PWMAS as established by the Executive Board to this Agreement. The undersigned unit of local government

or public agency hereby has adopted, and subscribes to, and approves this Public Works Mutual Assistance Agreement to which this signature page will be attached, and agrees to be a party thereto and be bound by the terms thereof.

This Signatory certifies that this Public Works Mutual Assistance Agreement has been adopted and approved by ordinance, resolution, or other manner approved by law, a copy of which document is attached hereto.

_____

Political Entity

_____

President or Mayor, Chairman, Executive or Manager

_____

Date

ATTEST:

_____

Title

_____

Date

(Note: Signature page may be modified to meet each individual jurisdiction's official signature(s) requirements.)

ADDENDUM A TO PUBLIC WORKS MUTUAL ASSISTANCE AGREEMENT

RESOLUTION NO. _____

WHEREAS, the Wisconsin Statute 66.0301(2) authorizes any municipality to contract with other municipalities and with federally recognized Indian tribes and bands in this state for the receipt or furnishing of services, such as public works services. Such a contract may be with municipalities of another state, as provided in Wisconsin Statute 66.0303(3)(b); and

WHEREAS, the *(INSERT YOUR COMMUNITY)* *(GOVERNING BODY)* believes that intergovernmental cooperation for purposes of public safety and protection should be encouraged and that the Public Works Mutual Assistance Agreement would afford these benefits to county residents by coordinating public works functions, as recommended in Resolution *(INSERT RESOLUTION # AND DATE)* ; and

WHEREAS, it is in the best interest of the *(INSERT YOUR COMMUNITY)* to enter into the proposed Public Works Mutual Assistance Agreement to provide for the coordination of public works services in the event of a large scale emergency, natural disaster, or man-made catastrophe.

WHEREAS, it is in the best interest to designate *(INSERT POSITION)* as the authorized representative of *(INSERT YOUR COMMUNITY)* for the Public Works Mutual Assistance Agreement.

NOW, THEREFORE, BE IT RESOLVED, that the Public Works Mutual Assistance Agreement, a copy of which is attached hereto and incorporated herein by reference, is hereby approved and the *(INSERT TITLE OF ELECTED OFFICIAL,AND (CITY, TOWN, VILLAGE) CLERK)*, be authorized to execute the same on behalf of the *(INSERT YOUR COMMUNITY)*

Dated this _____ day of _____, 20XX

(*INSERT YOUR COMMUNITY*)

By: _____
(*INSERT NAME OF ELECTED OFFICIAL*)

Attest: _____
(*INSERT NAME OF CLERK*)

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Attachment 2

WI Public Works Mutual Assistance Agreement Operations Plan

Wisconsin Public Works Mutual Assistance Agreement Operations Plan

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1. Introduction

It is recognized and acknowledged that in certain situations, such as, but not limited to, emergencies, natural disasters and man-made catastrophes, the use of an individual Member Unit's personnel and equipment to perform functions outside the territorial limits of the Member Unit is desirable and necessary to preserve and protect the health, safety, and welfare of the public. Further, it is acknowledged by the State of Wisconsin that coordination of mutual assistance through the Wisconsin Public Works Mutual Assistance Agreement (WPWMAS) is desirable for the effective and efficient provision of mutual assistance.

With this as a backdrop, it has been the shared vision of public works professionals and the State of Wisconsin to develop a mutual assistance system wherein an affected jurisdiction can call upon resources of other jurisdictions in an orchestrated and organized effort to respond to an emergency or disaster. In many respects, the underpinning of the system is modeled after the very successful and highly regarded Mutual Aid System that has been a mainstay of fire and law enforcement departments all around the country. Noticeably, the public works plan differs to take into account the vast and varied nuances inherent with public works operations.

The goal of the WPWMAS is, by design, rather simple, but embodies critical tasks and associated responsibilities that will assist a requesting community for response efforts to their emergency or disaster.

1.1. Definitions

For the purpose of this Agreement, the following terms as used in this agreement shall be defined as follows:

Authorized Representative: A local unit of government's employee who has been authorized, in writing by that party, to request, to offer, or to otherwise provide aid and assistance under the terms of the WPWMAS. The list of Authorized Representatives for each party shall be attached to the executed copy of this Agreement. In the event of a change of personnel, unless otherwise notified, the presumption will be the successor to the employee's position will be authorized representative.

Providing Agency: The entity providing mutual aid assistance to a Requesting Agency pursuant to a local or statewide mutual assistance agreement, also known as an Aiding Unit or entity.

Requesting Agency: The entity that requests mutual aid assistance from a Providing Agency or emergency work resulting from an emergency or disaster, also known as a Stricken Unit or entity.

1.2. Mission Statement

It is the mission of the WPWMAS, in the spirit of intergovernmental cooperation, to develop and maintain a statewide network of public works related agencies whose principal purpose is to provide emergency assistance to each other in the event of disasters or emergencies.

2. Overview

2.1. General

The WPWMAS has been developed to provide public works assistance to member local units of government in need. This Plan details the steps involved in a mutual assistance response, from the initial request for public works resources to demobilization following the response. The National Response Framework (NRF) provides the guiding principles for public works to mitigate, prevent, prepare, plan, respond, and recover, from the effects of incidents in order to reduce the loss of life and property and harm to the environment. The Plan is intended to be flexible, providing an organized, sustainable response and recovery during incidents regardless of size. The Plan works within the National Incident Management System (NIMS). NIMS maintain that states should participate in these types of agreements and should look to establish intrastate agreements that encompass all local jurisdictions such as this agreement.

WPWMAS responses are based on missions or tasks to be completed. Knowing the mission allows Requesting Agency to request a Response Team with all the personnel and equipment needed to complete the mission safely. The work shifts are a maximum of 12 hours. When the work shift is over or the mission is completed, the Response Teams are relieved and return to their respective local units of government.

2.2. Liaison Officer

The position of Liaison Officer (LO) is critical to a successful response. The LO does not blindly fill equipment requests, but rather works with the Requesting Agency to identify options for providing the resources needed to satisfy the mission as efficiently as possible. The LO may be coordinating resources for multiple responses and multiple operational periods. In all cases, the LO works to insure that member resources are utilized appropriately and supported properly, and returned to their local units of government safely. The LO shall be designated by the Incident Commander (IC) or an appointed official from the requesting agency.

2.3. Response Team Concept

Member local units of government list their available resources as Response Teams, (i.e. one or two person teams) based on a function or task to be completed. Response Teams are deployed with all of the personnel and equipment needed to accomplish a specific task. If more than one Response Team is needed for an emergency or disaster, the LO will contact several local units of government to each send one Response Team, if possible.

The use of Response Teams provides several benefits:

2.3.1   The Requesting Agency is assured responders have the proper equipment to complete the mission.

2.3.2   Safety is improved as Response Teams bring the proper support equipment and PPE for the task.

2.3.3 Requesting Response Teams from several member units spreads out the impact of the response.

2.3.4 The use of pre-identified Response Team personnel and equipment provides consistency and improves the ability to provide an organized response.

3. Incident Categories

Resource requests are based on one of two incident or event categories: 1) Local Assistance, 2) Local or regional emergency and disaster. The protocols for resource requests and levels of coordination are detailed in the chapter for each category. **It should be noted that our incident category, and thus our resource request protocols, will change as an incident expands or contracts.**

3.1. Local Assistance

Local Assistance is the lowest category, providing limited direct assistance for planned events, small-scale incidents. A Local Assistance response will typically involve a single requesting agency, limited resource coordination, minimal resources, and few operational periods. Examples of this would be a flash flood, blizzard, or a microburst.

Process: The Requesting Agency makes direct contact to potential providing local units of government of the needed resources and makes arrangements to meet the need.

Potential reimbursement and costs for equipment and work done under a local assistance arrangement should be discussed PRIOR to deployment of resources and will be from the Requesting Agency.

Documentation: The Requesting Agency should document the situation including: what resources were received, what work was performed, and any cost arrangement made. The Requesting Agency completes the Requesting Assistance form (Appendix B) and sends it to the responding community. The responding community completes the Providers Response form (Appendix C) and sends back to the requesting agency.

3.2. Local or Regional Emergency and Disaster

3.2.1 Requesting Assistance

Below are suggested steps for your local unit of government to follow when using the Wisconsin Public Works Mutual Assistance Agreement. The parties to the Agreement are listed by agency, with a contact person, their phone number, and an emergency 24-hour phone number. Simply make the contact and obtain the assistance.

Local Assistance: The highest category is a declared emergency or major disaster, a catastrophic incident threatening loss of life or significant loss or damage to property. The incident typically impacts a larger geographic area or more than one community. Examples of this include a flood, ice storm, or a tornado.

1.3.2.1. Requesting Agency (Steps to Follow)

When your local unit of government is requesting assistance:

(1) Assess the situation, determine the resources needed, and whether it exceeds your capabilities.

(2) The LO shall contact your local Authorized Represenative requesting assistance.

(3) Locate local units of government included in the Agreement which is located on Wisconsin Emergency Management web site (TBA).

(4) Call the local unit of government(s) listed that may have the resources you need.

(5) Fill out the Requesting Agency's Mutual Assistance Information form.

(6) Send copy of the form to the Responding Agency as soon as possible.

2.3.2.1. Responding Agency (Steps to Follow)

When your local unit of government is responding to a request for assistance:

(1) Make sure you can fulfill the request before giving an answer. Remember, you are not required to supply aid if you determine you cannot spare resources or if you do not have qualified personnel, appropriate equipment, and necessary materials for what is requested.

(2) Analyze the level of risk of the request.

(3) Complete the Provider's Response form with the information given by the Requesting Agency.

(4) Brief your employees and prepare the equipment.

(5) Complete the Employee and Equipment Information form. Provide copies to your responding staff and to the Requesting Agency.

(6) Dispatch staff to the Requesting Agency for assistance.

3.3.2.1. Contact Person or Coordinator of Provider (Steps to Follow)

(1) Carry a copy of the Requesting entity's Mutual Assistance Information form and your Employee and Equipment Information form and provide a copy of each to the requesting entity.

(2) Remember, you are responsible for your crew working in a safe and professional manner.

(3) Track your equipment and materials inventory.

3.2.2 During the Response

1.3.2.2. The requesting agency informs the responding agency when requested resources have arrived at the staging area.

2.3.2.2. Communication between the Requesting Agency and the Responding Agency continue at various times during the operational period to discuss resource needs for future operational periods.

3.3.2.2. The Requesting Agency fully documents the situation under the local NIMS-Compliant Incident Command Structure, including incident objectives, resources received; work performed, cost arrangements, logistics arrangements, and other pertinent information.

4.3.2.2. The Responding Agency documents the contacts made, resources coordinated, response, and demobilization information.

3.2.3 Demobilization

The Requesting Agency informs the LO the mission has been completed and the Response Teams will be released. The LO informs the Responding Agency when demobilization will commence.

3.2.4 Additional Operational Periods

1.3.2.4. This process is to be repeated when resources are requested for additional operational periods. Should the LO for an incident change during the course of the incident, the outgoing LO shall fully brief the incoming LO as to the status of the response and shall pass on any documentation related to the incident. All changes shall be communicated to the Incident Command staff.

2.3.2.4. It is generally expected that the resource needs of a local or regional emergency will be met with regional resources deployed on a daily basis. The LO should arrange for resources from agencies within a 2-hour travel distance of the incident, if possible. This would provide a 12-hour shift for responders, an 8-hour work shift, and 4-hours of travel time to and from the incident. Should the combined work shift and travel time exceed 12-hours, the Requesting Agency may be required to provide lodging and meals for responders.

3.3.2.4. In a multi-jurisdictional emergency, it is understood that the Requesting Agency may not be the effected community. A Multi-agency Coordination System such as a county emergency management agency may coordinate resource requests in some situations. There may also be public works resource responding through mutual aid agreements other than Wisconsin Public Works Mutual Assistance System (WPWMAS); for example the Wisconsin Water and Wastewater Agency Response Networks (WARN). In all cases, it is important that a single point of contact be established for each incident, and all public works resources should be coordinated through that one point of contact.

3.2.5 Common Communications

Common, reliable communications are essential to safe and effective operations. It is expected that the requesting agency will provide common communication equipment to responders. Should that not be possible, the LO shall work with other emergency management agencies to acquire the necessary equipment.

3.2.6   Finance

Each responding agency shall complete a detailed Reimbursement Summary form (Appendix F) and forward those forms to the Requesting Agency.

3.2.7   General Operational Rules

1.3.2.7. Response Teams, Task Force members, Task Force Leaders and Administrative Support Personnel shall not work more than a 12-hour "on-site" shift. Once the 12-hour limit has been reached, all engaged members will be relieved of their duties.

2.3.2.7. Response Teams, Task Force and Strike Teams will not engage in any activities for which they have not been properly trained.

3.3.2.7. Not more than one Response Team, Task Force Leader, or Administrative Support Personnel will be requested from each Responding Community. If, however, on their own volition, a Responding Community offers more than one Response Team, Task Force Leader, or Administrative Support Personnel, said offer will be honored by the Requesting Entity and number of people assigned. A Response Team or Task Force will be decided by the Responding Entity.

Attachment 2

WI Public Works Mutual Assistance Agreement Operations Plan

Appendices

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4. Appendix A. Application Submission Checklist

Date: _____

Agency: _____

Population Served: _____

Form Completed by: _____

		YES NO	**Comments**
1.	Mutual Aid Completed and Signed by Agency? (Please send signed copy)		
2.	Did you make any changes to the Wisconsin Public Works Mutual Assistance Agreement?		
3.	Did you include a copy of the approved ordinance or resolution?		
4.	Did you complete the Authorized Representative Form?		

Submit copy of forms to:
Wisconsin Public Works Mutual Assistance Agreement
General Counsel
WI Dept. of Military Affairs 2400 Wright Street
PO Box 8111
Madison, WI 53708-08111

And

County Emergency Management Director
http://emergencymangement.wi.gov/counties/county_directors.asp
APWA Emergency Management Committee
http://wisconsin.apwa.net/c/emergencymanagement/

5. Appendix B. Request Assistance

<<Date>>

<<Name of Provider>>
<<Address of Provider>>

Dear <<Provider Contact>>;

This letter is to request aid and assistance pursuant to the Wisconsin Public Works Mutual Assistance Agreement adopted by your governing board.

The <<City/Village/Township of>> requests mutual aid for a disaster that <<is Imminent/is in progress/has occurred>>. <<Description of disaster, limit to three sentences>>.

The services requested are <<specify equipment, personnel, materials and/or supplies>>. The services will be required for <<length of time>> beginning <<date when assistance should arrive>>.

Please have your designated personnel meet <<your contact person>> at <<specify location>> at
<< specify time>> on <<specify date>>.

Sincerely,

Name of Authorized Requesting Representative
Title of Authorized Requesting Representative

6. Appendix C. Provider's Response

<<Date>>

<<Name of Provider>>
<<Address of Provider>>

Dear <<Authorized Requesting Contact>>;

This letter is in response to your request dated <<specify date>> for mutual aid and/or assistance pursuant to the Wisconsin Public Works Mutual Assistance Agreement adopted by our governing board.

The <<Village/City/Township of>> will send the following <<specify equipment, personnel, materials and or supplies>> for a period of <<specify number>> day(s), and pursuant to Section VII of the Agreement we will provide twenty-four (24) hours notice of our intent to terminate assistance.

Our team will arrive at << specify location>> at <<specify time>> on <<specify date>>. <<Specify Name>> will be responsible for the supervision of our team during its duration in your community.

Sincerely,

Name of Authorized Provider Representative
Title of Authorized Provider Representative

7. Appendix D. Authorized Representative

Authorized Representative

Community: _____

Address: _____

Name: _____

Title: _____

Office Phone: _____

Cell Phone: _____

Fax: _____

Back Up Authorized Representative

Name: _____

Title: _____

Office Phone: _____

Cell Phone: _____

Fax: _____

8. Appendix E. Employee and Equipment List

Employee and Equipment List

Community: _____

Employees:

_____	_____
_____	_____
_____	_____

Equipment:

_____	_____
_____	_____
_____	_____

9. Appendix F. Reimbursement Summary Form

			Reimbursement Summary Form					
Date	Employee Name (Last, First)	Equipment #	Description	FEMA Code	FEMA Rate	Time	Hours	Total
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
								$0.00
							DPW Grand Total:	$0.00

Misc. Supplies   Usage _____   **Cost** _____   **Total** _____

$ -

$ -

Firefighting
ESF 4

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List of Tables

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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 though 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, though 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

• 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:
  o Request additional resources through MABAS WI.
  o Provide updated incident status information to maintain situational awareness.
  o Provide information on damage, fatalities, injuries, evacuated facilities and persons, shelter information, and other information pertinent to the incident.
	Local

Action Item	Agency

Warning and Communications Officer:
• Provide interoperable communications capabilities and equipment in accordance with ESF 2, including:
  o Portable radio repeaters on designated interoperable frequencies.
  o Radio interconnection equipment (ACU-1000, etc.).
  o Portable two-way radio equipment.
  o Redundant communications capabilities through Wisconsin Radio Amateur Civil Emergency Services (RACES) and other sources.
  o Satellite telephone equipment.
• When requested, provide and operate mobile command and control centers.
Emergency Police Services (EPS) Deputy Director:
• Coordinate incident-related law enforcement resource requests through the Area EPS Directors:
  o Act as point of contact for regional or statewide mutual aid law enforcement resources.
  o Assist in coordinating local law enforcement response, as requested.
  o 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:
  o DNR law enforcement section.
  o Other state's law enforcement agencies through interstate mutual aid agreements.
  o WING through the JOC.
  o 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.
WEM FSC:
• 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
• Prepare and process time and expense records for ESF 4 entities.	All Supporting Agencies Private Sector
• 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
• Conduct fire origin and cause investigation(s).	Local
• Inventory, repair, and replace equipment used in the incident response phase.	Owning Agencies
• 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
• Identify persons at risk from fire, smoke, and heat, both immediately and in the future. • Issue evacuation advisories. o 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. o Coordinate with ESF 13 to establish roadblocks, checkpoints, and other means to control entry to endangered areas. o 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.	Incident Commander

Table 5: Short-Term Recovery Activities

Action Item	Agency
• 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.	WI DOJ/DCI
• 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.	DNR

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

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

Table 6: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			

Attachment 1

MABAS WI Division Map

MABAS WI Division Map

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MABAS Wisconsin
Divisions as of
January 1, 2019

Douglas

Bayfield

Iron

158 Ashland

Washburn

Sawyer 160

Burnett

121 Vilas

146 Florence

Polk 161

Barron

Rusk

149 Price

114 Oneida

153 Forest

144 Marinette

St Croix 143

Dunn 117

132 Chippewa

159 Taylor

155 Lincoln

147 Langlade

Menom- ine-133

137 Oconto

156 Pierce

Pepin 117

126 Eau Claire

152 Clark

130 Marathon

133 Shawano

154 Door

148 Buffalo

140 Tremp- ealeau

139 Jackson

116 Wood

110 Portage

142 Waup- aca

127 Outa- gamie

112 Brown

138 Kewaunee

134 LaCrosse

145 Monroe

Adams

151 Waushara

141 Green Lake

123 Winne- bago

120 Fond du Lac

122 Calu- met

Manit- owoc 128

113 Sheboygan

WEM Regions Highlighted in Green
NW, WC,SW, NE, EC, SE

136 Juneau

Marqu- ette

157 Vernon

162 Craw- ford

150 Rich- land

131 Sauk

135 Columbia

129 Dodge

111 Wash- ington

119 Ozaukee

Regional Coordinators

SE - William Rice
EC - Ben Schoenborn
WC - Tom Barthman
SW - Bruce Hedrington
NW - Phil Bochler
NE - Tim Magnin

108 Grant

124 Iowa

115 Dane

Jefferson 118

106 Waukesha

107 Milwaukee

125 Lafayette

105 Green

104 Rock

103 Walworth

102 Racine

101 Kenosha

County Color	Description
Purple	Counties with active MABAS WI divisions. Number indicates division designation.
Gray	Counties not participating in MABAS WI.

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Attachment 2

Delegation of Authority

Delegation of Authority

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DELEGATION OF AUTHORITY

The _____ Fire Department is the fire suppression contract agent for the Village/Town/City of _____.

A fire at the _____ facility located in _____ has exhausted local resources from the _____ Fire Department and neighboring fire departments. Fire Chief _____ has requested mutual aid "Command Staff (Chief Officers)" to respond to the fire scene to provide relief. Chief Officers from _____ and _____ Village/Town/City/County have responded to the fire scene for relief of the local resources. Chief _____ will provide a complete briefing to the relief officers along with the written Incident Action Plan for the "operational period" beginning at 12:00 hours, month/day/year and concluding at 23:59 hours, month/day/year.

As the Chief Elected Official of the Village/Town/City/County of _____, I, _____ authorize this "transfer of command" to allow the firefighting operations at _____ to continue without interruption and within the scope of acceptable and standard "defensive structural firefighting" procedures.

The in-coming Incident Commander has authorization to expend $*XXX.XX* on behalf of the Village/Town/City/County of _____ without my approval to support the fire departments engaged at the _____ fire. Any fiscal expenditure beyond the amount authorized shall be in writing by me and the Village/Town/City/County of _____, governing body.

_____
Chief elected official name and position

_____
Village/Town/City/County

_____
Date

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Emergency Management
ESF 5

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Children and Families (DCF) Department of Health Services (WI DHS) Department of Justice (WI DOJ) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

To coordinate Wisconsin's emergency management program by providing the core management, administrative, and strategic functions to support emergency response to significant incidents affecting local and state emergency operations.

1.2. Scope

Provides for organized coordination, from WEM and the state emergency operations center (SEOC), of response to emergencies, including:

1.2.1   Collection, analysis, and distribution of intelligence about potential or actual emergencies.

1.2.2   Coordination of state personnel, resources, and tasking in support of local and county and tribal emergency response.

1.2.3   Support and coordination of statewide mutual aid agreements under Wisconsin Statutes §§ 66.0312, 66.03125, 66.0313, and 66.0314 and interstate requests through the Emergency Management Assistance Compact (EMAC) under § 323.80 as well as Canadian province requests through the State and Province Emergency Management Assistance Compact (NEMAC) under § 323.81.

1.2.4   Coordination, processing, and monitoring of all requests for federal assistance for the state, counties and tribes through FEMA Region V.

1.3. Policies

1.3.1   ESF 5 establishes the state support infrastructure for hazard response.

1.3.2   ESF 5 engages all local, county, tribal, federal, volunteer agencies, and private sector partners at the SEOC, or other state coordination centers, in incident action planning.

1.3.3   ESF 5 serves as the single point of coordination between FEMA, state agencies, tribal, county, and local EOCs, and incident commanders for:

   1.3.3.1.   Situation reports

   1.3.3.2.   Requests for assistance

   1.3.3.3.   Keeping appropriate authorities and the public informed of the status of the incident.

2. Concept of Operations

This section specifically addresses the operational systems in place for the emergency response mission of an incident requiring state support to one or more locations.

2.1. General

2.1.1   SEOC Operations Manual

   2.1.1.1.   An adjunct to this ESF is the SEOC Operations Manual to aid the operation of the SEOC including, but not limited to:

      (1) Organization and staffing guidance

      (2) Operational guidance

      (3) Position checklists

2.1.2   SEOC Location

   2.1.2.1.   Primary site

      (1) Department of Military Affairs, Joint Forces Headquarters, Room A111, 2400 Wright Street, Madison, Wisconsin.

   2.1.2.2.   Alternate site(s)

      (1) Mobilization to an alternate SEOC is described in the DMA/WEM Continuity of Operations Plan (COOP).

      (2) There are two alternate SEOC locations.

         (A) Armed Forces Reserve Center, 6001 Manufacturers Drive, Madison, Wisconsin.

         (B) Volk Field Air National Guard Base, Building 540, Camp Douglas, Wisconsin.

2.1.3   ESF 5 provides trained and experienced personnel for SEOC management staff and general staff.

   2.1.3.1.   Management staff and general staff positions are further described in subsection 2.4 Organizational Systems.

2.1.4   WebEOC serves as the secure online incident management system through which all state emergency operations activities are managed.

2.2. Readiness Levels

The SEOC is operated at one of five readiness levels. Readiness levels range from the lowest (Level 5), described as steady-state operation of DMA/WEM, to the highest (Level 1), representing full-scale operation of the SEOC.

2.2.1   Authority

   The governor, adjutant general, WEM administrator, and Senior Duty Officer have the authority to elevate SEOC operation to any level they deem appropriate.

2.2.2   Considerations for determining the SEOC operation level include, but are not limited to:

   2.2.2.1.   Tornado warnings for multiple counties.

   2.2.2.2.   Winter storm or blizzard warning.

   2.2.2.3.   Prediction of heavy rate of snow fall.

   2.2.2.4.   Imminent threat of flash flooding.

   2.2.2.5.   Large evacuation.

   2.2.2.6.   Shelters opening in response to large evacuations.

   2.2.2.7.   Other severe weather factors such as:

      (1) Number of counties affected.

      (2) Population in the affected counties.

      (3) Transportation and infrastructure affected.

      (4) Ability of staff to respond to SEOC.

      (5) Potential for extensive power outages.

      (6) Timing of the weather incident (e.g. holiday travel, ongoing special events, etc.).

   2.2.2.8.   Incidents that cause significant disruption to community activities and affect public safety.

   2.2.2.9.   Closure of major portions of the interstate system.

   2.2.2.10. Potential or actual impacts on critical infrastructure.

2.2.2.11. Resource requests or need for involvement of multiple state agencies.

2.2.3 Readiness Levels

2.2.3.1. Level 5 (Steady State Operations)

(1) Description

Steady state operations of DMA/WEM and the Duty Officer (DO) System.

(2) Staffing

Senior Duty Officer (SDO) and Duty Officer (DO).

(3) Activities

(A) DO maintains communications with affected jurisdiction(s) at the direction of the SDO.

(B) DO may create a WebEOC incident board, as necessary.

(C) DMA Public Affairs Office (PAO) generates press releases, as necessary.

(D) The SEOC is not opened.

(4) FEMA Regional Response Coordination Center (RRCC) "Activation Level"

Generally aligns with the Steady State or smaller Enhanced Watch activation level.

2.2.3.2. Level 4 (Enhanced Monitoring Operations)

(1) Description

Enhanced level of monitoring of local incidents or any imminent threats that may require state support.

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) Management Staff (partial)

SDO (as SEOC Manager) and DMA PAO

(B) General Staff (partial)

DO, Operations Section, Planning Section, and Network Operations (Net Ops).

(C) Targeted agencies and ESFs, as needed.

(3) Activities

(A) WEM DO creates a WebEOC incident board and notifies identified SEOC staff using WebEOC Alert message.

(B) SEOC staff operate from remote locations in the WebEOC virtual environment. The SEOC is not opened.

(C) SEOC staff maintains communication with affected jurisdiction(s) to maintain an enhanced level of situational awareness and to coordinate any resource requests.

(4) FEMA RRCC "Activation Level"

Generally aligns with the Enhanced Watch activation level.

2.2.3.3.   Level 3 (Partial SEOC Operations)

(1) Description

Partial operation of the SEOC intended for:

(A) Supporting smaller scale incidents where a jurisdiction requests state level support.

(B) Actively monitoring severe weather conditions.

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) Management Staff (partial)

SEOC Manager, Deputy Manager, DMA PAO, and Safety Officer, if needed.

(B) General Staff (partial)

Operations Section, Planning Section, Logistics Section, Finance Section, Net Ops, Geographic Informant Systems (GIS), and National Weather Service (NWS), if needed.

(C) Targeted agencies and ESFs, as needed.

(3) Activities

(A) SEOC opened.

(B) WebEOC incident board created and maintained.

(C) SEOC staff maintains communication with affected jurisdiction(s) and coordinates requests for state level support.

(4) FEMA RRCC "Activation Level"

Generally aligns with the Enhanced Watch or Level 3 activation level.

2.2.3.4.   Level 2 (Expanded SEOC Operations)

(1) Description

Expanded operation of the SEOC intended to support incidents where one or more jurisdictions request state support.

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) SEOC Management Staff (full)

(B) General Staff (partial or full)

(C) Targeted ESF activated as required by the incident.

(3) Activities

Same as Readiness Level 3 as well as:

(A) Activated ESF support to affected jurisdictions.

(B) Region Director(s) deployed to support county emergency manager(s).

(4) FEMA RRCC "Activation Level"

Generally aligns with the Level 3 or Level 2 activation level.

2.2.3.5. Level 1 (Full-Scale SEOC Operations)

(1) Description

Full-scale operation of the SEOC intended to support:

(A) Complex incidents.

(B) Incidents involving large areas of Wisconsin.

(C) Incidents involving multiple jurisdictions requesting state level support.

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) SEOC Policy Group.

(B) SEOC Management Staff (full).

(C) General Staff (full).

(D) Activation of most or all ESFs as required by the incident.

(3) Activities

Same as Readiness Level 2, including support of all or most ESFs.

(4) FEMA RRCC "Activation Level"

Generally aligns with the Level 1 activation level.

2.3. Staffing Considerations

When an elevation of the SEOC to Level 3 or above is anticipated to exceed 12 hours the SEOC manager may initiate the following:

2.3.1   Direct the planning section to develop staffing rosters with shift changes every 12 hours. An example is 07:00 (7 a.m.) to 19:00 (7 p.m.) and 19:00 (7 p.m.) to 07:00 (7 a.m.)

2.3.2   Direct the logistics section to provide meals and refreshment for SEOC staff.

2.3.3   Request the WING to provide cots.

2.4. Organizational System

The SEOC is generally organized consistent with the National Incident Management System (NIMS). Specific NIMS nomenclature has been modified to reflect that Wisconsin is a home rule state and that SEOC supports local units of government emergency management efforts.

2.4.1   Management staff

The policy and decision-making level of the SEOC organization consist of:

2.4.1.1.   SEOC policy group consisting of:

(1) Governor

(2) Adjutant general

(3) WEM administrator

(4) DMA General counsel

2.4.1.2.   SEOC manager and deputy SEOC manager

(1) Directs all SEOC operations; approves incident action plan; ensures that all functional activities within the SEOC are appropriately activated, staffed, and operating effectively.

(2) Supervises additional management staff, including:

(A) Network operations

Maintains WebEOC, manages audio and visual equipment and presentations in the SEOC, and coordinates with ESF 2 for SEOC communications needs.

(B) EOC security

Controls access and provides 24-hour security to the SEOC.

(C) Public information (ESF 15)

Coordinates public information, including implementation of WI-DIAL, and public affairs activities between involved agencies; handles all

media requests or inquiries for emergency-related information; and will draw staffing from other state agencies, as necessary.

(D) EOC safety officer

Monitors incident operations and advises the SEOC manager on all matters relating to operational safety, including the health and safety of emergency responder personnel and SEOC staff.

2.4.2   General staff

The analysis, advisory, and operational level of the SEOC organization consists of:

2.4.2.1.   Planning section

The planning section is led by a section chief. The planning section chief may be supported by a deputy section chief. The planning section collects, evaluates, processes, and distributes information and intelligence about the emergency to all functional elements and agencies in the SEOC; maintains all internal wall displays; and prepares incident action plans and situation reports. Planning section units may include:

(1) Situation unit.

(2) Communications unit.

    (A) IT support

    (B) WebEOC support

(3) Documentation unit.

    (A) EOC runner

    (B) Document handler

(4) GIS/map unit.

(5) Technical specialist unit.

    (A) Weather specialist

(6) Demobilization unit.

2.4.2.2.   Operations section

The operations section is led by a section chief. The operations section chief may be supported by a deputy section chief. The operations section implements the incident action plans (IAPs) and ensures that all essential emergency-related information and resource requests are received, processed, and internally coordinated within the SEOC. Operation section branches may include:

(1) Emergency services branch.

(A) ESF 4 Firefighting

(B) ESF 9 Search and Rescue

(C) ESF 10 Oil and Hazardous Materials

(D) ESF 13 Public Safety and Security

(2) Human services branch.

(A) ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services

(B) ESF 8 Health and Medical Services

(C) ESF 11 Agriculture and Natural Resources

(3) Infrastructure branch.

(A) ESF 3 Public Works and Engineering

(B) ESF 12 Energy

(C) ESF 1 Transportation

2.4.2.3. Logistics section (ESF 7)

The logistics section is led by a section chief. The logistics section chief may be supported by a deputy section chief. The logistics section obtains and provides essential personnel, facilities, equipment, supplies, and services not found within those functions and departments represented in the SEOC operations section in accordance with ESF 7. Logistic section branches may include:

(1) Services branch

(A) Communications unit (ESF 2)

(i) WI ARES/RACES

(B) Food service unit (ESF 11)

(C) Commodities unit (ESF 11)

(2) Support branch.

(A) Ground support (ESF 1)

(B) Supply unit

(C) Facilities unit

(D) Resource unit (ESF 7)

2.4.2.4. Finance section.

The finance section is led by a section chief. The finance section chief may be supported by a deputy section chief. The finance section provides general administrative and finance support related to SEOC activities and field services. Finance section units may include:

(1) Time unit.

(2) Procurement unit.

2.4.3   The chart on the following page illustrates the organization of SEOC staff.

Figure 1: SEOC Organizational Chart

SEOC Organizational Chart
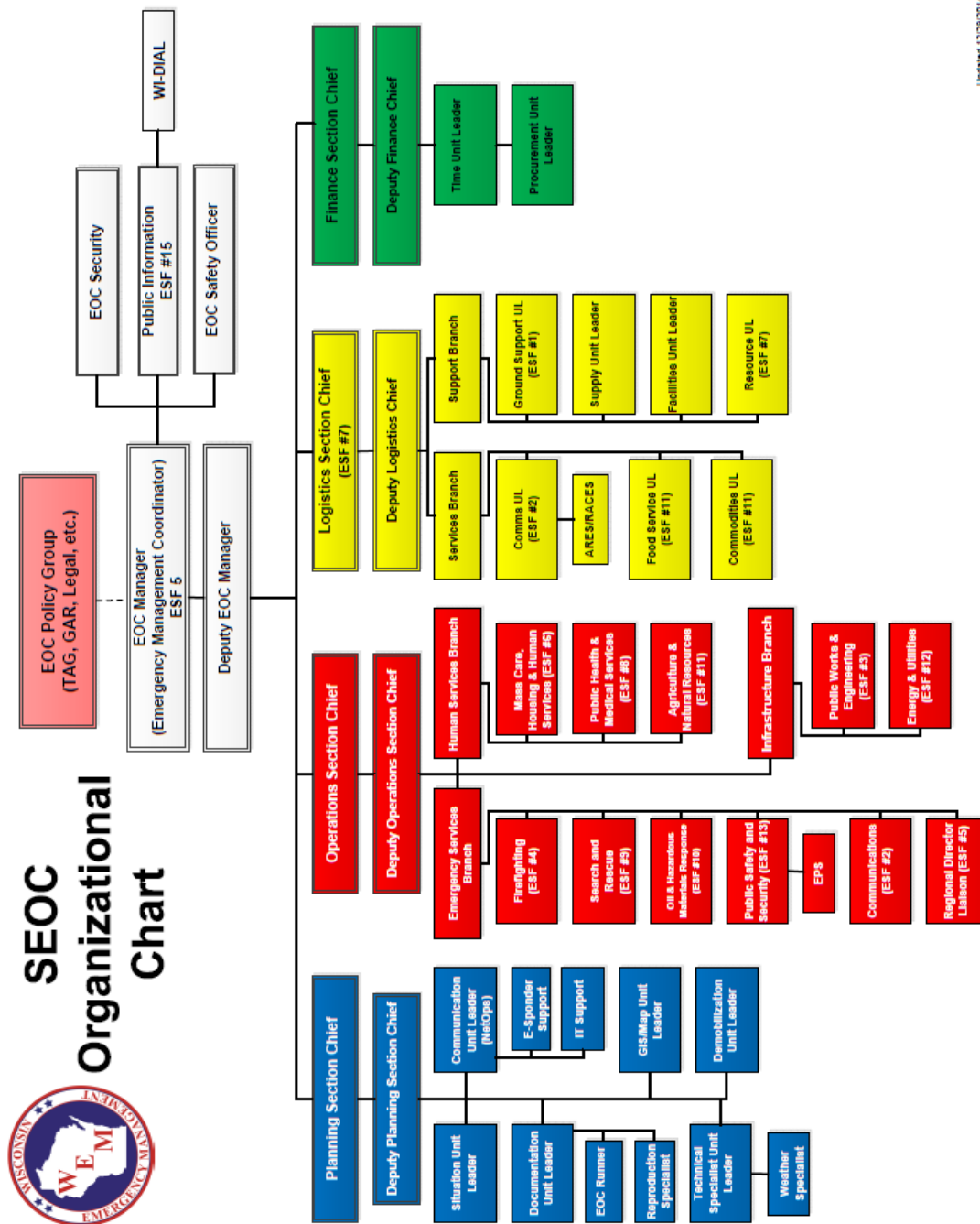
2.5. State Disaster Declaration

In accordance with Wisconsin Statutes § 323.10 the governor may issue an executive order declaring a state of emergency for the state or any portion of the state if he or she determines that an emergency resulting from a disaster or the imminent threat of a disaster exists.

2.5.1   The WEM administrator, in coordination with the SEOC manager, recommends to the adjutant general that the governor declare a state of emergency.

2.5.2   Upon receiving concurrence from the adjutant general, relevant disaster details are provided to the DMA general counsel or qualified SEOC staff, who draft a proposed executive order. Templates are provided on WebEOC. (Open the Advanced File Library board and navigate to SEOC > Governor's Declaration Templates)

2.5.3   Following a final review of the proposed executive order, the WEM administrator or DMA general counsel submits the draft executive order to the governor's deputy legal counsel, who obtains final authorization from the governor.

2.5.4   Upon execution by the governor, the governor's office transmits the executive order to the secretary of state for publication.

2.6. Presidential Disaster Declaration

2.6.1   Once the governor has declared a state of emergency, assessments may begin to determine whether the disaster has the potential to merit a presidential disaster declaration.

2.6.2   ESF 5 coordinates with FEMA Region V to assess state and local resource needs and identify specific requests for federal emergency management assistance.

2.6.3   Based on the preliminary damage assessment (PDA), the governor may request a presidential disaster declaration.

2.6.4   If the presidential disaster declaration is approved, the state coordinating officer (SCO) works with FEMA Region V to identify a suitable location for the joint field office (JFO).

2.6.5   FEMA appoints a federal coordinating officer (FCO) who has the authority to establish a JFO to administer the presidential disaster declaration.

2.7. Federal Support Organization

2.7.1   National Response Coordination Center (NRCC).

2.7.1.1.   Monitors potential or developing incidents.

2.7.1.2.   Issues alerts, notifications, and situation reports.

2.7.1.3.   Develops national-level plans.

2.7.1.4.   Supports federal regional and field operations.

2.7.2 FEMA Region V Regional Response Coordination Center (RRCC).

    2.7.2.1. Makes initial contact with the affected states.

    2.7.2.2. Determines initial response requirements and objectives for federal assistance.

    2.7.2.3. Coordinates operations and situational reporting until a JFO is established.

2.7.3 Joint Field Office.

    2.7.3.1. Once a presidential disaster declaration is approved, coordinates federal assistance in support of state, tribal, and local response efforts.

    2.7.3.2. Establishes joint plans with state and tribal response partners.

    2.7.3.3. Reports information to the RRCC and NRCC.

    2.7.3.4. Transitions operations back to the RRCC during demobilization.

2.7.4 Disaster Recovery Center (DRC)

    2.7.4.1. A satellite component of the JFO where survivors of a declared disaster can obtain information on disaster recovery assistance programs from various federal, state, tribal, local, and private organizations.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute emergency response responsibilities of any agency serving a role in emergency management. The following defines those responsibilities unique to ESF 5 and is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with the specific duties assigned in the remaining ESFs.

3.1. Lead Agency – Department of Military Affairs

Table 3-1: Lead Agency Functions by Phase

Agency	Functions

Department of Military Affairs: Wisconsin Emergency Management	• Support response activities as outlined in the WERP Plan, applicable ESFs, and Standard Operating Procedures (SOPs).
	• Coordinate the flow of notifications received through the WEM DO system to ensure appropriate response.
	• Establish communications with the appropriate WEM region director, state agencies, local and tribal governments, and FEMA Region V.
	• Elevate SEOC and staff ESFs, as necessary.
	  ○ Implement coordination systems as defined in the Concept of Operations section of this ESF.
	  ○ Provide for:
	    ▪ Information collection, analysis, and management to develop a common operating picture.
	    ▪ SEOC incident action planning.
	    ▪ SEOC coordination of operations.
	    ▪ Resource acquisition and management, as requested by local, tribal, and county EOCs and incident command post.
	    ▪ Deployment and staffing.
	    ▪ Logistics management.
	    ▪ Facilities management.
	    ▪ Financial management.
	    ▪ SEOC worker safety and health.
	• Coordinate state public information activities.
	• Dispatch the mobile command center (MCC) and other state agency or WING assets, as appropriate.
	• Coordinate deployment of emergency response teams to conduct operational support functions (e.g. Multi-Agency Coordination (MAC) elements, incident management teams).
	• Coordinate mutual aid activities including EMAC, NEMAC, and private organization assets.
	• Prepare regular status reports on the situation for the governor, state agencies, federal and state legislators, and FEMA.
	• Prepare executive orders and proclamations to address state emergency response operations for the governor, as necessary.
	• Provide SCO to JFO upon activation.
	• Provide for COOP planning and an alternate SEOC.
	• Activate the alternate SEOC and direct staff to relocate at the direction of the SEOC manager.
	• Coordinate demobilization activities.
	  ○ Demobilize the MCC, as appropriate.
	  ○ Demobilize SEOC operations, as appropriate.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions

Common Responsibilities	• Support response activities as outlined in the Basic Plan, applicable ESFs, and SOPs.
	• Provide liaison to the SEOC, local and county EOC, tribal EOC, and incident command post, as necessary.
	• Coordinate the internal flow of information among incident response partners (e.g., field units, intergovernmental stakeholders).
	  ○ Coordinate the flow of messages into and out of the activated ESF;,provide direction and control for ESFs, and coordinate activities of each ESF with the activities of other ESFs.
	  ○ Coordinate their ESF's contributions to the development of the incident action plan, briefings, and situation reports for each operational period identified.
	  ○ Provide the SEOC manager with up-to-date reports on operational activities throughout response and update WebEOC for situational awareness.
	  ○ Coordinate external flow of information with DMA PAO, JIC, and other agency public information officers.

Department of Administration	• Provide intelligence to the SEOC relative to cyber-attack(s).
	• Provide technological support to the SEOC.
	  ○ Provide expedited problem resolution to state agency information technology networks and systems.
	  ○ Coordinate state agency GIS professionals through the State. Geographic Information Officer to support the SEOC's GIS needs.
	• Provide expedited procurement to support state agency disaster response activities, as needed.
	• Coordinate and provide direction on state personnel policies through the Department of Administration, Division of Personnel Management to support and facilitate directives to state employees relative to disasters.

Department of Agriculture, Trade and Consumer Protection	• Provide information to the SEOC relative to operations involving:
	  ○ Animal diseases.
	  ○ Plant diseases and pest infestations.
	  ○ Land and water conservation issues.
	  ○ Agrichemical releases.
	  ○ Plant, food, milk, and dairy product contamination.
	  ○ Shortages of food supplies.
	  ○ Consumer protection.
	  ○ Animal disaster response.
	  ○ Above/underground petroleum storage tanks.

Agency	Functions

Department of Children and Families	• Provide information to the SEOC relative to operations involving:
	  o Support to populations with access and functional needs.
	  o Mass care.
	  o Human services.

Department of Health Services	• Provide information to the SEOC relative to operations involving:
	  o Support to populations with access and functional needs.
	  o Mass care.
	  o Human services.
	  o Public health laboratory testing.
	  o Epidemiological investigation and laboratory services.
	  o Isolation and quarantine/environmental health/vector control.
	  o Medical surge.
	  o Mass prophylaxis and treatment.
	  o Medical supplies management and distribution.
	  o Fatality management.

Department of Justice	• Provide intelligence to the SEOC relative to:
	  o Cyber-attack.
	  o Terrorist attack.

Department of Natural Resources	• At the direction of the secretary's office or designee, the department's central office operations center may be activated to assist in coordinating response activities involving:
	  o Forest fires.
	  o Hazardous substances releases.
	  o Law enforcement expanded authority requests.
	  o Debris removal and disposal.
	  o Drinking water protection.
	  o Waste water treatment facilities security.
	  o Air monitoring.
	  o Dam safety.
	  o Collection of samples for state laboratories.
	  o Monitoring animal diseases.
	• Provide information to the SEOC relative to the activities above.

Agency	Functions
Department of Transportation	• Provide information to the SEOC via statewide intelligent transportation system traffic surveillance. • Provide information to the SEOC on transportation infrastructure closures, obstruction, or damage. • Develop and provide to the SEOC priority detour plans on the State Highway System for the affected areas. • Coordinate with the Traffic Management Center on road closures via www.WI511.gov. • Coordinate with region maintenance staff, regional incident management coordinators, and county highway departments, as needed, when information is needed from these people actively engaged in emergency response at the affected areas. • Provide credentialing, as needed, for oversize/overweight vehicles to access the affected areas to assist with debris removal, repair of downed power lines, etc.

Department of Military Affairs: Wisconsin National Guard	• At the direction of the adjutant general, the joint operations center (JOC):
	  ○ Controls all WING forces that are or may be activated.
	  ○ Receives requests for civil support.
	  ○ Manages information about the situation and status of WING units, and provides data to the SEOC.
	  ○ Coordinates with U.S. Northern Command, Colorado Springs, CO for reception, staging, and movement of federal military forces, if the incident is of such a magnitude as to require them.
	• Questions or requests for assistance should be directed to the WEM DO at the 24-hour phone number (800)943-0003.

4. Supporting Documents

4.1. Federal Support

4.1.1   National Response Framework, Third Edition, June 2016

4.1.2   Emergency Support Function #5 - Information and Planning Annex, June 2016

Table 4-1: Record of Change

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Mass Care, Emergency Assistance, Housing and Human Services
ESF 6

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Table of Contents

List of Tables

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Health Services (WI DHS)
	American Red Cross
Wisconsin Governmental Support Agencies	Department of Administration (DOA)
	Department of Agriculture, Trade and Consumer Protection (DATCP)
	Department of Public Instruction (DPI)
	Department of Children and Families (DCF)
	Department of Safety & Professional Services (DSPS)
	Department of Workforce Development (DWD)
	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
	Wisconsin Housing and Economic Development Authority (WHEDA)
	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Non-Governmental Support Organizations	Adventist Community Services
	The Salvation Army (SA)
	Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

To coordinate state and federal activities in support of state, county, tribal, and voluntary organization efforts to address the non-medical mass care, emergency assistance, housing, and human services needs of those impacted by a disaster. When medical needs arise, Emergency Support Function (ESF) 6 coordinates with ESF 8: Health and Medical Services.

ESF 6 is linked closely to Recovery Support Functions (RSFs) defined in the Wisconsin Recovery Plan, such as the Housing RSF and Health and Social Services RSF. These RSFs may be activated concurrently with ESF 6, where the ESF and RSFs collaborate and share information while focusing on their respective functions.

1.2. Scope

1.2.1.   Support may vary depending on:

    1.2.1.1 The magnitude and type of disaster

    1.2.1.2 When a Presidential Declaration of a Major Disaster has been issued, individual assistance, public assistance, or dedicated disaster assistance may be available.

    1.2.1.3 Whether the disaster has occurred within or outside of Wisconsin.

1.2.2.   ESF 6 is divided into four primary functions.

    1.2.2.1 Mass care

(1) Sheltering

(A) Temporary congregate care of displaced residents in shelter sites.

(B) Assessment of overall capacity and capability of shelters to ensure sufficient resources to support both the general population and evacuees with access and functional needs or unique circumstances.

(2) Feeding

(A) Fixed feeding sites, including shelter sites

(B) Mobile feeding units

(C) Bulk distribution sites

(3) Distribution of emergency supplies

(4) Distribution of emergency relief items through fixed sites, mobile units, and bulk distribution sites established within the affected area.

1.2.2.2 Emergency assistance

(1) Provision of access and functional needs support services in mass care operations, including support in the areas of:

(A) Communication

Individuals who have limitations that interfere with the receipt of and response to information.

(B) Maintaining health

Individuals who are not self-sufficient or require medical assistance or treatment, special diets, durable medical supplies and equipment, or medication.

(C) Independence

Individuals who, in order to be independent in daily activities, need support.

(D) Safety, self-determination, and supervision

Individuals who require caregivers in order to adequately cope with unusual situations and are unable to identify themselves or lack the cognitive ability to assess a situation and react appropriately.

(E) Transportation

Individuals who cannot drive or who do not have a vehicle and individuals who are not ambulatory.

(2) Coordination of voluntary organizations and unsolicited donations and management of unaffiliated volunteers

(3) Note: For additional information on management of unsolicited donations and unaffiliated volunteers, see ESF 7 Resource Support, Attachment 1: Donations Management, and Attachment 2: Volunteer Managmeent Plan.

(4) Support to children and families impacted in disasters

(5) Provision of animal care/handling services for evacuated household pets and service animals

(6) Note: See ESF-11, Attachment 1, Animal Disaster Response Plan

(7) Support may include rescue, transportation, care, shelter, and essential needs.

(8) Support for service delivery sites including Multi-Agency Resource Centers (MARC), Reception Centers, and Family Assistance Centers (FAC).

(9) Support for nonconventional shelters

    (A) Hotels, motels, trains, ships, camps, and other single-room facilities.

    (B) Specialized medical support shelters (under the direction of ESF 8).

    (C) Other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers.

    (D) Warming/cooling centers

(10) Support to evacuations including registration and tracking of evacuees.

    (A) Planning Assumption: The majority of an affected population will self-evacuate using personal transportation.

    (B) Registration and tracking of evacuees, pets, and personal property will occur during government-assisted evacuations, such as evacuees with critical transportation needs (CTN).

    (C) Note: See Wisconsin Emergency Response Plan (WERP) Mass Evacuation Annex for more information.

(11) Coordination of reunification

Inquiries regarding individuals residing within the affected area.

(12) Reunification of separated family members using the American Red Cross Safe and Well website, National Emergency Family Registry and Locator System (NEFRLS), the National Emergency Child Locator Center (NECLC), Unidentified Victim Identification System (UVIS) or the National Center for Missing and Exploited Children (NCMEC).

1.2.2.3 Temporary housing

(1)   ESF 6 may include housing assistance such as:

(2)   Temporary roof repair: Quick repairs to damaged roofs on private homes, allowing residents to return to and remain in their own homes while performing permanent repairs.

(3)   Rental assistance: Financial assistance provided to displaced individuals and families to rent temporary accommodations.

(4)   Direct financial housing: Payments made directly to landlords on behalf of survivors.

(5)   Temporary accommodations in hotels/motels for individuals and families in transition from congregate shelters or other temporary situations, but unable to return to their pre-disaster dwelling.

1.2.2.4 Human services

(1)   Identification and support of people with access and functional needs (see glossary for definition) within the affected area.

(2)   Support of people to acquire government benefits where individual circumstances or program eligibility requirements may have changed due to a disaster, including but not limited to:

(A) Disaster Supplemental Nutrition Assistance Program (DSNAP)

(B) Replacement of FoodShare Wisconsin benefits

(C) National School Lunch Program (NSLP)

(D) School Breakfast Program (SBP)

(E) Disaster unemployment assistance (DUA)

(F) State and federal disaster assistance programs

(3)   Support acquiring non-governmental assistance (both directly with voluntary organizations and in coordination with the volunteer and donations management functions in ESF 7) including, but not limited to:

(A) Disaster case management

(B) Individual financial assistance

(C) Clean up, home repair, and initial rebuilding

(D) Temporary housing assistance

(E) Emergency medications and medical equipment

(F) Counseling and spiritual care

(G) Child care

(H) In-kind donations of disaster recovery supplies

(I) Disaster legal services

1.3. Policies

1.3.1. WI DHS has the authority to plan for and respond to health disasters under:

1.3.1.1 Emergency Management, Chapter 323 of the Wisconsin Statutes

1.3.1.2 Emergency Volunteer Health Care Practitioners, Chapter 257 of the Wisconsin Statutes

1.3.1.3 Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) (42 U.S.C. §§ 5121 et seq.

1.3.1.4 Health Insurance Portability and Accountability Act (HIPAA) (42 U.S.C. § 1320d-2)

1.3.2. All supporting state agencies named in this ESF have the responsibility and authority to plan for and respond to disasters under Chapter 323 of the Wisconsin Statutes.

1.3.3. The American Red Cross is a co-lead for the mass care component of ESF 6 of the National Response Framework (NRF). In this role, the American Red Cross engages in a variety of activities to support states in their planning, coordinating, and executing of mass care programs and strategies.

1.3.3.1 The American Red Cross provides disaster cycle services pursuant to its Bylaws and other internal policies and procedures as well as its Congressional Charter (USC 36 §300101-300111). In the Charter, Congress authorized the American Red Cross "to carry out a system of national and international relief in time of peace, and apply that system in mitigating the suffering caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry out measures for preventing those calamities."

1.3.4. DWD responsibilities and programs for survivors of disasters are governed by:

1.3.4.1 The Disaster Unemployment Assistance (DUA) program is established by 42 U.S.C. § 5177.

1.3.4.2 The U.S. Department of Labor regulations implementing the requirements of the Stafford Act are published in 20 CFR §§ 625.1 – 625.30.

2. Concept of Operations

2.1. General

2.1.1. As lead coordinating agencies, WI DHS or the American Red Cross staff ESF 6 during an elevation of the state emergency operations center (SEOC) to Level 4 or higher to:

2.1.1.1 Maintain and share situational awareness of ongoing ESF 6 operations.

2.1.1.2 Provide technical support.

2.1.1.3 Resolve service issues identified by local, county, or tribal responders by bringing in ESF 6 partner agencies that are equipped to provide support.

2.1.1.4 Coordinate with ESF 8 and appropriate non-governmental organizations in addressing the access and functional needs of individuals, children, and their families during a disaster.

2.1.1.5 Coordinate with ESF 7 to provide situational awareness of the need for and status of volunteer and donations management operations.

2.1.1.6 Coordinate with ESF 11 for the provision of care and shelter for pets/displaced animals.

2.1.2. In the rare event that Wisconsin hosts evacuees from another state, this ESF provides for full leadership of mass care, emergency assistance, housing, and human services operations. These roles and responsibilities are clarified in the Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations, an annex to the WERP.

2.2. Mobilization Triggers

2.2.1. Initial awareness of an emergency incident generally originates from one of two sources at the local level:

2.2.1.1 Members of the public may directly seek support through the WEM Duty Officer (DO) system or the WI DHS Phone Answering Service. In those circumstances, the caller's information and concerns are referred directly to the appropriate local official (e.g., county emergency management director, local public health agency, or tribal health center).

2.2.1.2 Local responders determine if there is a need for ESF 6 support. In these circumstances, they notify the local emergency management director who shall notify the following entities, as appropriate:

(1) WEM Duty Officer

(2) County-level human service authority

(3) Local public health agency

(4) Tribal health department

(5) American Red Cross

(6) The Salvation Army

2.3. Organization

When mobilized, ESF 6 serves in the human services branch of the operations section of the SEOC organization. However, ESF 6 staff can expect to be called upon to provide support in the planning, logistics, finance, and administration sections as well. Responsibilities for these sections are outlined in ESF 5.

2.3.1. County human services authorities:

2.3.1.1 In coordination with the county emergency management plan and the EOC/incident command system (ICS), retain operational authority of ESF 6-related response.

2.3.1.2 Lead the shelter operations activities of local and private sector, non-profit, public service, and volunteer organizations in cooperation with the American Red Cross.

2.3.2. State organization

2.3.2.1 The WI DHS 24/7 human services on-call team:

(1) Provides support, technical assistance, and coordination assistance to the local, tribal, and regional emergency human services response.

(2) Serves as advisor and consultant to the incident commander, the local/county/tribal EOC, public health, tribal health, and hospitals on matters related to the psychosocial needs and reactions of emergency response teams, survivors, family members, other people with access or functional needs, and the community.

(3) Alerts supporting state agencies, as needed.

(4) Alerts WI VOAD when SEOC elevation to Level 4 or higher has occurred; WI VOAD, in consultation with ESF 6 lead agency response personnel, notifies additional WI VOAD member organizations, as needed.

(5) Initiates the formation of a needs assessment team in the early stages of the response to:

(A) Anticipate, project, categorize, and quantify response and recovery needs of survivors.

(B) Coordinate with ESF 7 in developing and maintaining situational awareness of the need for, and status of, volunteer and donations management operations.

(C) Coordinate with ESF 14 to identify and address unmet needs.

2.3.2.2 Department of Children and Families (DCF) directs state human services efforts in support of local, county, and tribal government in meeting the needs of children

and families during and after a disaster and support post-disaster administration of DCF programs.

2.3.2.3 WI DHS and DCF assist county, local, and tribal staff in the coordination of emergency human services to obtain available emergency state and federal aid.

2.3.3. Federal support organization

2.3.3.1 When an emergency has warranted a presidential declaration of a major disaster or emergency, federal assets and programs become available. These are described in the National Response Framework ESF 6.

2.3.3.2 The state designates an official(s) to coordinate with federal mass care, emergency assistance, housing, and human services assistance.

(1) This official(s) serves as the principal point(s) of contact with the Regional Response Coordination Center ESF 6 branch.

(2) This official(s) is responsible for keeping WEM fully apprised of federal ESF 6 activities.

2.3.4. Nongovernmental Organizations

2.3.4.1 American Red Cross

The American Red Cross state disaster officer or disaster relief operation director assigns a liaison to the SEOC to coordinate ESF 6-related activities within the state, to include:

(1) Establishing and operating American Red Cross mass care sites and feeding (mobile and fixed) for disaster survivors.

(2) Use of the National Shelter System for providing information about shelters open, on stand-by, and closed, with detail on population and capacity.

(3) Coordinating the recruitment and assignment of American Red Cross personnel for mass care operations.

(4) Coordinate American Red Cross mass care services with government, non-profit, and community partners.

2.3.4.2 The Salvation Army

The Salvation Army Disaster Services Director for Wisconsin will assign a liaison to the SEOC to coordinate the organization's activities within the state to include:

(1) Coordinating the Salvation Army mass care services with the other agencies including feeding (mobile and fixed), as well as emotional and spiritual care for disaster survivors, emergency workers, and volunteers.

(2)   Provide support services to Adventist Community Services in the event that a donations warehouse is established.

2.3.4.3 Adventist Community Services (ACS)

The Adventist Community Services Director for Wisconsin will upon request from the SEOC:

(1)   Per the MOU between the Wisconsin DMA/WEM and the ACS:

(A) Establish and operate a warehouse for receiving in-kind donations.

(B) Coordinate a process for the distribution of the in-kind donations.

2.3.4.4 Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)

The Chairperson of the Wisconsin Voluntary Organizations Active in Disaster will assign a liaison to the SEOC to:

(1)   Coordinate the activities of the WIVOAD member organizations during the initial response.

(2)   Provide support and guidance for the long term recovery process.

2.4. Levels of Mass Care Support

The state's role in ESF 6 varies depending on the magnitude of the impact and the origin of the affected individuals.

2.4.1.   Wisconsin as an impacted state

2.4.1.1 Single-county response

(1)   County shelter plans provide for meeting the functional needs of residents in general populations shelters.

(2)   County plans quantify the number of evacuees the jurisdiction can reasonably shelter using their own resources for the first 72 hours of an evacuation.

2.4.1.2 Multi-county response

County mutual aid agreements with neighboring counties may provide for sheltering their evacuees in the event that:

(1)   The number of the impacted county's evacuees exceeds the county's shelter capacity.

(2)   The county's infrastructure is damaged to the extent that its shelters are not useable.

(3)   The county's pre-identified shelters are too vulnerable to a hazardous situation to be activated.

2.4.1.3 Regional support

ESF 6 activates support systems at the regional level and in the SEOC to provide:

(1) Incident management teams (IMTs)

(2) Logistics support

(3) Voluntary organization support

(4) Public information support

2.4.2. Wisconsin as a host state

In the event a disaster outside of Wisconsin prompts a direct request for Wisconsin to host evacuees from another state, the following standards apply:

2.4.2.1 The request must be made to WEM by FEMA in the context of a presidential declaration or by the impacted state through the Emergency Management Assistance Compact (EMAC).

2.4.2.2 The governor must issue an executive order directing the State of Wisconsin to operate state-managed mass care.

2.4.2.3 State costs must be reimbursable by FEMA.

2.4.2.4 WI DHS and the American Red Cross take the lead on all aspects of the operation.

(1) Operations are conducted in accordance with the Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations, which is an Annex of this document.

(2) WI DHS, the American Red Cross, and WEM will identify those counties that are willing to partner to accept evacuees from another state, identifying the number of evacuees each county would have the capacity to house.

(3) WI DHS and WEM will develop MOUs with willing host county agencies that delineate county agencies' and voluntary organizations' roles in mass care operations.

(4) Counties that do not host out-of-state evacuees should be prepared, on a regional basis, to support host counties.

2.4.3. Mega-shelters in Wisconsin

2.4.3.1 Mega-shelters are defined as those equipped to house 2,000 or more evacuees.

2.4.3.2 The use of mega-shelters in Wisconsin is a strategy of last resort.

2.4.3.3 The Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations provides a system by which unusually large numbers of evacuees can be more

responsibly and humanely served in a number of smaller shelters distributed among counties and organizations that have volunteered to care for them.

3. Agency Responsibilities

3.1. Lead Coordinating Agencies – Department of Health Services/American Red Cross

Table 3-1: Lead Coordinating Agencies Functions

Agency	Functions
Joint Responsibilities: **Wisconsin Department of Health Services** **American Red Cross**	**Agencies as a whole** **General** • Provide overall leadership, coordination, assessment, and technical assistance in response to disasters relative to all ESF 6 functions. • Coordinate with local, county, tribal, and state government and with ESF 6 support agencies to identify and address the public's unmet needs during and immediately following a disaster. • Coordinate the acquisition of alternative shelter or family assistance grants for survivors who cannot be housed in conventional mass care facilities.
	Mass Care • Coordinate with ESF 8 to support local, county, and tribal human services in meeting the medical needs of affected populations. • Coordinate bulk distribution of emergency relief items. • In coordination with supporting agencies, assess the necessity of initiating emergency feeding or food distribution programs, such as mobile and/or fixed feeding services, the release of USDA commodities, or transportation and distribution of bulk food supplies.

	Emergency Assistance
	• Assist local, county, and tribal human service agencies in planning for and acquiring sufficient personnel, supplies, equipment, and other resources for ESF 6 operations, including, but not limited to:
	  o Resources for the general public
	  o Resources for people with access and functional needs
	  o Resources for infants and children
	  o Resources for refugees
	  o Resources for service animals
	• Coordinate with DATCP to ensure household pets are humanely cared for during an emergency.
	• Provide guidance on the management of service animals in general population shelters, as needed.
	• Collaborate with DCF and supporting agencies to create a centralized disaster welfare information system to facilitate family reunificiation efforts.
	• Coordinate with voluntary agencies to secure support for nonconventional shelter when affected populations cannot be housed in traditional shelters.

	Housing

Agency	Functions
	• Coordinate with WEM to identify and disseminate information on available, affordable housing, and housing programs.
	Human Services
	• Serve as a central resource point for acquiring technical assistance, support, personnel, and equipment from various agencies to assist local human service agencies during an emergency.
	• Coordinate and implement human service assistance programs from governmental and non-governmental sources following a state disaster and/or federal disaster declaration.
	• Facilitate and coordinate state, local, county, and tribal efforts to provide emotional support to residents and emergency workers, if needed.
Department of Health Services	**Agency as a whole**
	• Direct state human services efforts in support of local, county, and tribal government.
	• Ensure that inspections of adult care facilities are conducted immediately following a disaster, as necessary.
	• Coordinate with DATCP to support environmental safety inspections of community shelter facilities.
	• Support public health inspections of affected housing prior to re-entry.
	• Coordinate the application for and provision of crisis counseling or disaster case management, if available.
American Red Cross	**Organization as a whole**
	• Provide mass care services such as sheltering, feeding, distribution of relief supplies, family reunification.
	• Provide health services to survivors supporting the replacement of medications and medical equipment.
	• Provide mental health and psychological first aid support to survivors, first responders, and disaster workforce.
	• Utilize the National Shelter System to track shelter data including shelter locations and population counts and share shelter data with partners.
	• Staff local and state EOCs.
	• Provide recovery casework and direct financial assistance.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration (DOA)	**Agency as a whole**
	• Coordinate with federal agencies to assess housing needs of vulnerable displaced residents.

Agency	Functions
Department of Agriculture, Trade and Consumer Protection (DATCP)	**Division of Animal Health** **State Veterinarian** • Ensure the availability of resources for the disaster. • Coordinate and provide information on the availability of resources from other states, the federal government, and non-governmental organizations. • Division of Food and Recreational Safety • Coordinate inspections for emergency feeding or food distribution operations and affected retail food establishments.

Department of Children & Families (DCF)	**Agency as a whole**
	• Facilitate the provision of emergency child care services.
	• Coordinate and support inspections of licensed daycare facilities immediately following a disaster.
	• Issue temporary licenses for temporary childcare facilities, as necessary.
	• Coordinate family reunification efforts with supporting governmental and non-governmental agencies
	• Direct state human services efforts in support of local, county, and tribal government in meeting the needs of children and families during a disaster, including:
	  o Coordinate emergency child care.
	  o Coordinate and support child reunification with family/caregivers.
	  o Refer unaccompanied minors to local child welfare agencies.
	  o Ensure that the needs of refugees are addressed.

Department of Public Instruction (DPI)	**Agency as a whole**
	• Coordinate with the American Red Cross to release USDA Foods in a presidentially-declared disaster:
	  o For congregate feeding, release USDA Foods as long as available and needed.
	  o For household feeding, release USDA Foods only with prior approval from the USDA and per extent and length of time as determined by the USDA.
	• Coordinate with the American Red Cross for release of USDA Foods in the absence of a presidential declaration, but when ESF 6 determines circumstances warrant USDA Foods distribution (defined in accordance with 7 CFR 250.7 as *Situations of Distress*):
	  o For congregate feeding during a Situation of Distress involving a natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available. Release of USDA Foods to be a maximum of 30 days.
	  o For congregate feeding during a Situation of Distress involving a non-natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available, with prior approval from USDA, and per extent and length of time as determined by USDA.
	  o For household feeding during a Situation of Distress, release USDA Foods only with prior approval from USDA and per extent and length of time as determined by USDA.

Department of Safety & Professional Services (DSPS)	**Agency as a whole** • Assist in structural inspections of disaster-damaged buildings, when needed.

Agency	Functions

Department of Workforce Development (DWD)	**Agency as a whole**
	• Through Job Service Centers, county, and tribal partners, provide information and contacts for the following programs:
	  o Worker's compensation
	  o Unemployment insurance
	  o Anti-discrimination enforcement
	  o Vocational rehabilitation for people with disabilities
	  o Employment and training services

Department of Military Affairs (DMA)	**Wisconsin Emergency Management** • Coordinate state voluntary agency activities through support of WI VOAD activities. • Coordinate and implement human service assistance programs available following a state or presidential disaster declaration. • Support emergency human services assistance programs (e.g., congregate care, food coupons, commodities, and monetary assistance) available from governmental and non-governmental sources. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available, affordable housing, and housing programs.

Wisconsin Housing & Economic Development Authority (WHEDA)	**Agency as a whole**
	• Provide funding support for shelter operations under specialized circumstances.
	• Coordinate with DOA and federal agencies to review multifamily and elderly affordable housing stock in the state to assess:
	  o Damage to housing units
	  o Potential displacement of vulnerable residents
	  o Administer home buying and home improvement programs, as appropriate for disaster survivors.

Department of Military Affairs (DMA)	**Wisconsin National Guard**
	Upon a state declaration of emergency and validated request from state, county, local, or tribal agency provide:
	• Support to evacuation, reception center, and mass care operations
	  o Use of WING armories for shelter
	  o Transportation support with buses or heavy trucks
	• Support to supply and commodity distribution
	• Limited power generation and communications support

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
Adventist Community Services (ACS)	• Organization as a whole • Establish and operate a warehouse for receiving in-kind donations. • Provide immediate distribution of supplies.
The Salvation Army (SA)	**Organization as a whole** • Provide hydration, meals, and snacks to survivors, emergency workers, and volunteers using mobile feeding units, as well as establishing fixed feeding sites. • Provide individual family assistance grants (i.e., vouchers for clothing, food, and other emergency needs) to meet the basic needs of survivors as determined by SA guidelines.

Agency	Functions
	• Distribute items needed by survivors (e.g., toiletry kits, clean-up kits). • Assist in establishing a distribution center for receiving in-kind donations and distributing them to the survivors of a disaster, as needed. • Provide emotional and spiritual counseling to survivors and others upon request and as needed. • Provide missing persons services.
Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)	**Organization as a whole** • Provide coordination of disaster volunteer services. Attachment 1, WI Voluntary Organizations Active in Disaster Resources, summarizes the types of disaster volunteer services available.

4. Supporting Documents

4.1. Attachments

4.1.1.   WI Voluntary Organizations Active in Disaster Resources

4.2. National Response Framework ESF 6

Table 4-1: Record of Change

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Attachment 1

Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)

WIVOAD Resources

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1. WIVOAD

1.1 Website

https://wivoad.communityos.org/cms/

1.2 WIVOAD Chair

1.2.1   Contact information:
Jenny Legaspi, WIVOAD Chair
1-877-618-6628 x7454 (office), 715-559-1898 (cell)
jenny.legaspi@redcross.org

1.3 Coordination

While there is no prohibition against emergency management directors contacting member organizations directly, Wisconsin Voluntary Organizations Active in Disaster (WIVOAD) encourages emergency managers to work with a single VOAD coordinator (either the state or a local VOAD chairperson) to reduce duplication of efforts and/or resource gaps.

2. WIVOAD Organizatons

Organization	Contact	Roles and Services
2-1-1 Wisconsin	Charlene Mouille 211/United Way Executive Director cmouille@unitedwaywi.org **https://211wisconsin.communityos.org/**	• Information and referral services to community resources • Support donation and volunteer management by directing callers to resources • Support crisis communication plans by providing reliable information to callers • Support planning by providing call reports to responders • Support communication plans by providing call reports
Adventist Community Services (ACS)	Alice Garrett WI. ACS DR Director agarrett@wi.adventist.org **http://wi.adventist.org/article/44/ministries/adventist-community-services**	• Emergency distribution of relief and recovery supplies • Warehouse operations • Community collection centers • Donations management consultants • Crisis care

Organization	Contact	Roles and Services
American Red Cross Wisconsin Region	1-800-236-8680 Jenny Legaspi Disaster Program Manager Jenny.Legaspi@redcross.org Marytha Blanchard Regional Disaster Officer Marytha.Blanchard@redcross.org **http://www.redcross.org/local/wisconsin**	• Fixed/mobile feeding stations and shelter Cleaning supplies, comfort kits, first aid, blood and blood products, food, and clothing • Emergency transportation, rent, home repairs, household items, and medical supplies • May provide additional support for unmet needs
Convoy of Hope	Ryan Bedford rbedford@convoyofhope.org **https://www.convoyofhope.org/**	• Disaster relief supplies • Support long-term recovery
Crisis Clean-Up	Aaron Titus Director aaron@crisiscleanup.org **https://www.crisiscleanup.org/**	• A collaborative disaster work order management platform that improves coordination, reduces duplication of efforts, improves efficiency, and improves volunteers' experience.
Feed the Children	John Ricketts John.ricketts@feedthechildren.org **http://www.feedthechildren.org/**	• Food, education initiatives, essentials, and disaster response as we help children and their families be independent and self-reliant.
Habitat for Humanity	Sara Kierzek Executive Director skierzek@habitatwisconsin.org **https://www.habitat.org/**	• Home building
International Orthodox Christian Charities (IOCC)	Dan Hoeft Dan.hoeft@outlook.com **https://iocc.org/**	• Clean-up teams • Home rebuild
Information Technology Disaster Resource Center (ITRDC)	Alan Young ayoung@itdrc.org **https://itdrc.org**	• Provides communities with the technical resources necessary to continue operations and begin recovery after a disaster. • No cost Information, Communications, and Technology (ICT) solutions that connect survivors and responders in crisis.
Knights of Columbus	Paul Lang pelang60@hotmail.com	• Assist with sandbagging • Clean-up teams • Support long-term recovery
The Church of Jesus Christ of Latter-day Saints (LDS)	Kent Miller Kmiller8578@charter.net **www.churchofjesuschrist.org**	• Clean-up and muckout support • Clean-up kits
Lions Club ALERT Program	Joe Fischer ltcjffisher@yahoo.com	• Financial assistance

Organization	Contact	Roles and Services
Lutheran Social Service (LSS)	**https://www.lsswis.org/LSS.htm**	• Crisis counseling, support groups, mental health assistance, and pastoral care. • Disaster case management grants
Medical Reserve Corps (MRC)	John Longo Department of Health Services (WI DHS) John.longo@dhs.wisconsin.gov **https://www.dhs.wisconsin.gov/preparedness/mrc/index.htm**	• Volunteer medical and publich health professionals such as physicians, nurses, pharmacists, dentists, veterinarians, and epidemiologists. • Community members- interpreters, chaplains, office workers, legal advisors, and others – can fill key support positions.
Menonite Disaster Services (MDS)	Darin Bontranger dbontranger@mds.mennonite.net **https://mds.mennonite.net/**	• Clean-up, repair, and rebuild support.
National Disaster Distress Helpline	Christian Burgess cburgess@mhaofnyc.org **https://www.samhsa.gov/find-help/disaster-distress-helpline**	• 24/7/365 crisis counseling and support to people experiencing emotional distress related to natural or human-caused disasters. • Toll-free, multilingual, and confidential crisis support service is available to all residents in the United States and its territories.
NECHAMA Jewish Response to Disaster	David Kaplan Director david@nechama.org **https://nechama.org/**	• Cleanup and recovery assistance to homes and communities affected by natural disaster.
Samaritan's Purse	Leroy Wentz lwentz@samaritan.org **https://www.samaritanspurse.org/**	• Clean-up • Rebuild support
Second Harvest Food Bank of Southern Wisconsin/ Feeding America	Jeff Rubbelke jeffr@shfbmadison.org **www.secondharvestmadison.org**	• Collects, transports, warehouses, and distributes donated food and grocery products for other agencies involved in feeding operations and the distribution of relief supplies • Processes food products collected in food drives by communities wishing to help a disaster-impacted community
ServeWisconsin/ AmeriCorps	Ruhamah Beauman Ruhamah.bauman@wisconsin.gov **https://www.servewisconsin.wi.gov/**	• Network of national service programs. Members commit their time to address critical community needs like increasing academic achievement, mentoring youth, fighting poverty, sustaining national parks, preparing for disasters, and more.

Organization	Contact	Roles and Services
Southern WI Baptist Association Disaster Relief	David Wedekind dwedekind@mwbc.org Jeanne Wedekind jwedekind@mwbc.org **www.wisconsinbaptist.org**	• Mobile feeding units • Disaster child care • Assists with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services
The Salvation Army	Terri Leece Terri_leece@usc.salvationarmy.org **www.usc.salvationarmy.org**	• Fixed feeding sites/mobile feeding and temporary shelter • Cleaning supplies, comfort kits, food, and clothing • Emergency transportation, rent, home repairs, household items, and medical supplies • Emotional and spiritual care, missing person services • May provide additional support for unmet needs
Team Rubicon	Adam Lemons lemons@teamrubiconusa.org **https://teamrubiconusa.org/**	• Debris management • Disaster assessment • Muck out • Incident management
Tzu Chi Foundation	Yu-Lien Chu yulienchu@hotmail.com **https://tzuchi.us/**	• Financial assistance • Relief supplies
United Methodist Committee on Relief (UMCOR)	Lynnette Jordan Lynnette.jordan0707@gmail.com **www.umcor.org**	• Provides grant funding for local United Methodist churches in response and recovery projects • Early Response Teams (ERTs) for clean-up assistance • Provides spiritual and emotional care to disaster survivors • Provides long-term care of children impacted by disaster
UW-Extension	Cheryl Skjolaas skjolaas@wisc.edu **https://extension.wisc.edu/**	• Provides technical assistance and resource referrals related to agricultural interests
WI Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Services (ARES/RACES)	Vacant **www.wi-aresraces.org**	• Licensed volunteer amateur radio operators to augment and assist in public service and emergency communications

Organization	Contact	Roles and Services
WI Council of Churches	Vacant **www.wichurches.org**	• Represents 13 Protestant and Orthodox denominations, over 2,000 congregations, and 1 million church members • Has the ability to communicate quickly with Wisconsin's religious community about the needs of individuals and communities impacted by disasters • Occasionally acts as fiscal agent for faith-based disaster relief grants, both of church denominations and from individuals
World Renew	Pat & Rich Grasman richpatgrasman@comcast.net **https://worldrenew.net/**	• Services include clearing debris, assessing needs, training local leaders, and repairing and rebuilding damaged homes.
WEAVR	John Longo Department of Health Services John.longo@dhs.wisconsin.gov **https://www.dhs.wisconsin.gov/preparedness/weavr/index.htm**	• Volunteer registration system for health care and behavioral health professionals interested in filling critical response and recovery roles following a major pulic health emergency
Washington County COAD	Vacant **www.volunteernow.net**	• Volunteer management • Call center support • Long-term recovery support • Local emergency fund management support
Southeast Wisconsin COAD (Milwaukee & Waukesha counties)	Gail Goodchild ggoodchild@waukeshacounty.gov	• Liaison with WIVOAD during response and recovery • Support local recovery in their county/s

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Resource Support
ESF 7

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs (DMA)/Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs (DMA)/Wisconsin National Guard (WING) Other state, county, tribal, and municipal entities with deployable resources
Non-Governmental Support Organizations	American Red Cross The Salvation Army (SA) Wisconsin Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Service (WI ARES/RACES) Other WI VOAD and private sector entities with deployable resources
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA) General Services Administration (GSA)

1. Introduction

1.1. Purpose

ESF 7 provides insight and guidance for state agencies in the management of resources to support incidents and events in Wisconsin. This ESFhas a twofold mission to provide:

1.1.1. Resource support for local units of government and tribal nations.

1.1.2. Management of logistics.

1.2. Scope

1.2.1. ESF 7 describes how state agencies coordinate and manage resources to provide logistical support for the State Emergency Operations Center (SEOC) and, as requested, for incident commanders at the local and tribal level as well as non-governmental organizations (NGOs).

1.2.2. Within ESF 7, the term "resources" refers to personnel, equipment, supplies, and services any or all of which may be required in a response to or recovery from an incident.

1.2.3. The logistics management function of ESF 7 provides a planning, management, and sustainment capability to request, house, deploy, support, and demobilize equipment, supplies, and personnel.

1.2.4. The resource support function of ESF 7 provides equipment, supplies, and services to the SEOC and, on request, to incident commanders and responders, local units of government, and tribal nations through the incident command system (ICS) logistics function.

1.3. Policies

1.3.1. WEM is the state resource and logistics coordination center.

1.3.1.1. At Readiness Level 5 (Steady State Operations) the WEM Duty Officer (DO) and Senior Duty Officer (SDO) perform resource coordination functions.

1.3.1.2. At Readiness Level 4 (Enhanced Monitoring Operations) or higher, the SEOC performs resource coordination functions including the following:

(1) Firefighting and rescue resources are managed through ESF 4 and ESF 9.

(2) Mass care and housing resources are managed through ESF 6.

(3) Logistics management and resource support are managed through ESF 7.

(4) Medical resources are managed through ESF 8.

1.3.2. Intrastate resource requests are coordinated through:

1.3.2.1. Owning state agencies

1.3.2.2. Owning non-governmental organizations

1.3.2.3. Established in-state mutual aid agreements

1.3.2.4. The Wisconsin National Guard (WING)

1.3.3. Interstate and international resource requests are coordinated, as appropriate, through:

1.3.3.1. The Supplemental Interstate Agreement for Emergency Mutual Assistance between the State of Wisconsin and the State of Minnesota.

1.3.3.2. The Emergency Management Assistance Compact (EMAC).

1.3.3.3. State and Province Emergency Management Assistance Memorandum of Understanding (NEMAC).

1.3.4. Federal resource requests are coordinated, as appropriate, through:

1.3.4.1. FEMA Region V

For FEMA and other federal resources through the Stafford Act.

1.3.4.2. Other Federal Agencies

For other federal agency (e.g., HHS, USCG, etc.) through their own authorities.

1.3.5. WebEOC is used to document and track resource requests, fulfillment, deployment, and demobilization.

2. Concept of Operations

2.1. Mobilization Triggers

ESF 7 may be activated whenever:

2.1.1. A local unit of government, tribal nation, or NGO partners request assistance for incidents that may:

    2.1.1.1. Exceed local capability

    2.1.1.2. Exhaust, or anticipate exhausting, local and mutual aid resources.

2.1.2. Either logistics management or resource support operations are required because of an incident where WEM is at Level 4 or higher.

2.2. Organization

Figure 2-1: SEOC Logistics Section Organizations
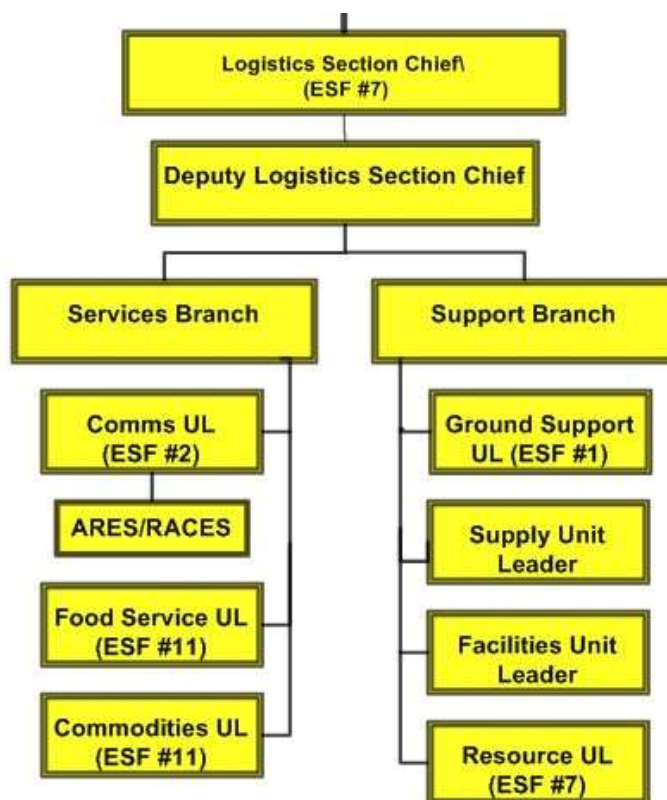
2.2.1. SEOC Logistics Section

2.2.1.1. When at Level 4 the SEOC manager may staff a Logistics Section. When staffed, the Logistics Section Chief is responsible for ESF 7.

2.2.1.2. The Logistics Section Chief:

(1) Organizes the Logistics Section staff.

(2) Briefs the Logistics Section staff and assigns tasks.

(3) Participates in preparation of the Incident Action Plan (IAP).

(4) Reviews required resources against available resources and identifies resource gaps.

(5) Ensures coordination between the Logistics Section and the command and general staff.

2.2.1.3. As required by the incident, the Logistics Section Chief may activate one or more of the following positions:

(1) Communications Unit that:

(A) Assesses the need for and provides communications assets between the SEOC, the affected county(ies), tribes, and state agency staff operating in the field.

(B) Prepares and implements the Incident Communications Plan (ICS 205).

(C) As necessary, activate and serve as a liaison with WI ARES/RACES.

(D) Determine the need for and procure additional communications assets.

(E) Provide technical information to the command and general staff.

(2) Food Unit that:

(A) Determines food service requirements for SEOC and deployed staff.

(B) Ensures that sufficient potable water and beverages are available.

(C) As necessary, coordinates transportation of food and beverages.

(D) Supervises food service contracts and agreements.

(E) Provides purchase documentation to the Finance Section.

(3) Ground Support Unit that:

(A) Assesses the ground transportation requirements. Vehicles for transporting people and goods are available from DOA, WING, private sector bus and truck company partners, and rental agencies.

(B) Supports deployed vehicles with fuel, routine servicing, and maintenance.

(4) Facilities Unit which:

(A) Assesses the need for and provides facilities needs for deployed resources.

(B) Coordinates office, lodging, and storage space rental agreements.

(C) Provides purchase and rental documentation to the Finance Section.

(5) Supply Unit that:

(A) Assesses the need for and determines the type and amount of supplies and equipment required.

(B) Coordinates with the Finance Section for purchasing authorities and restrictions.

(C) Arranges receipt of supplies and equipment ordered.

(D) Coordinates with the Facilities Unit for appropriate supply storage.

(E) Develops and implements safety and security needs for storage facilities.

(F) Maintains an inventory of supplies and equipment deployed to the incident.

(G) Re-services demobilized equipment and arranges for return to owning agencies.

2.2.2. Logistics Management

The logistics management function provides a comprehensive logistics planning management and sustainment capability harnessing governmental and NGO partners.

2.2.2.1. Logistics management supports:

(1) The SEOC, WEM field operations, and state agencies.

(2) County, tribal, local units of government, and NGO partners, when requested.

2.2.2.2. Logistics management manages a supply chain process including supply:

(1) Procurement

(2) Transportation

(3) Distribution

(4) Accountability

2.2.2.3. The logistics management functions include:

(1) Identification of resource-related requirements including:

(A) Analyzing historical incident reports to identify commonly required resources.

(B) Suppliers of critical material including donated goods and services. Refer to ESF 7, Attachment 1 Donations Management Plan for additional information.

(C) Coordination with DOA to identify existing state contracts and other funding sources to pay for logistics management services.

(D) Procedures for emergency purchases of mission-essential supplies and services.

(E) Procedures for managing spontaneous volunteers. Refer to ESF 7, Attachment 2 Volunteer Management Plan for additional information.

(F) Transportation resources to move supplies to temporary storage and to deployment locations.

(G) Securing warehousing as intermediate staging areas for supplies between procurement and deployment.

(H) Managing supply deployment plans to ensure prompt and efficient delivery of supplies in an emergency, particularly during the surge phase as an incident unfolds and escalates.

(I) Managing demobilization plans to ensure that logistics management assets activated in support of an incident are returned to their pre-emergency state in an organized fashion.

(2) Resource support to the SEOC and, as requested, state agency operations in the field and in support of responders through the incident command system including:

(A) Coordination with the resource support function to activate supply deployment plans to acquire necessary transportation, staging areas for intermediate storage, and distribution of needed supplies.

(B) Locating available stores of state-owned supplies, supply vendors, and donated supplies where state-owned stocks are not available.

(C) Coordination for transportation of necessary supplies from vendors or storage areas to intermediate staging areas and/or final distribution sites.

(3) On-going resource support in the response phase, then demobilization of transportation assets and intermediate staging areas as the incident de-escalates toward normal conditions.

2.2.3. Resource Support

The resource support function provides supplies, services, and other necessities during emergencies and supported events.

2.2.3.1. Resource support supplies meals, transportation resources, administrative and operations space, lodging, IT support, communications support, and other supplies and services to support:

(1) The SEOC, WEM field operations, and state agencies.

(2) County, tribal, local, and NGO partners, when requested.

2.2.3.2. Resource support manages the procurement and delivery of mission-essential supplies during the initial surge as an incident matures and sustains delivery until incident resources are demobilized. The resource support function, in coordination with the Finance Section Chief:

(1) Leverages state contracts.

(A) During a declared state of emergency, the Governor may prioritize emergency management contracts over other state contracts.

(2) Purchases mission-essential supplies not otherwise available in a timely manner.

(A) The WEM Policies and Procedures Manual details the purchasing authority of the SEOC Logistics Section. The WEM Administrator's office maintains the Policies and Procedures Manual.

(B) The SEOC Logistics Section coordinates with the WEM Finance Office and DOA for purchasing guidance.

2.2.3.3. The resource support function operates primarily during the response and short-term recovery phases of an incident. Resource support:

(1) Executes logistics management plans for pick-up, transportation, and delivery of mission-critical supplies to points of distribution for end-users.

(2) Executes logistics management plans for transportation of personnel to deployed locations, eating and lodging facilities while deployed, and return to home station when demobilized.

(3) Resource support coordinates with ESF 13 for:

(A) Access to incident perimeter entry control points.

(B) Waivers to rules governing weight limitations, operating hours, and other regulations.

(4) Provides for communications services, administrative space, and other services for deployed resources.

2.2.4. WebEOC Resource Requests board.

WEM uses the WebEOC Resource Requests board to document and track the requests, fulfillment, deployment, and demobilization of resources. State, local, and tribal agencies participating in WebEOC may use Resource Requests board to:

2.2.4.1. Share information on deployable resources.

2.2.4.2. Maintain situational awareness on the status of resources.

2.2.5. Emergency Management Assistance Compact (EMAC) and the State and Province Emergency Management Assistance Memorandum of Agreement (NEMAC).

2.2.5.1. EMAC is the congressionally-recognized national mutual aid system comprised of all 50 states, the District of Columbia, and US possessions and territories. EMAC offers assistance during governor-declared states of emergency through a responsive system that allows states to send personnel, equipment, and commodities to help disaster relief efforts in another state.

2.2.5.2. NEMAC is a congressional and state authorized international mutual aid system between specific Canadian Provinces and specific states.

2.2.5.3. WEM interfaces with EMAC and NEMAC through:

(1) EMAC coordinator

The EMAC coordinator manages the EMAC program in Wisconsin. He or she arranges training for EMAC authorizing representatives, designated contacts, and EMAC A-Team members. He or she also ensures that Wisconsin's EMAC program complies with national EMAC standards and agreements.

(2) EMAC authorizing representative(s)

Authorizing representatives must approve, by their signature, all EMAC requests. Authorizing representatives have access to a secure EMAC website through which they may enter EMAC requests and respond to EMAC requests from other entities.

(3) EMAC designated contact(s)

Designated contacts have access to the secure EMAC website and can enter EMAC requests once approved by an authorizing representative. Designated contacts cannot authorize an EMAC request.

(4) EMAC A-Team members

EMAC A-Team members (at least two) are deployable state assets who, when deployed, assist the receiving entity with EMAC requests and managing EMAC requested assets.

2.2.5.4. The SEOC Logistics Section, when activated, manages requests through EMAC. EMAC requests are handled by the WEM DO and SDO when at "steady state" Level 5.

2.3. ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to this ESF, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-1: Response Activities

Action Item	Agency
SEOC Readiness Level 4 • Activates a Logistics Section Chief **SEOC Readiness Level 3:** • Activates a Logistics Section Chief and a Deputy Logistics Chief, as needed. **SEOC Readiness Level 2:** • Activates a Logistics Section Chief and Deputy Logistics Chief **SEOC Readiness Level 1:** • Activates a Logistics Section Chief and Logistics Deputy Chief	WEM SEOC Manager

• Coordinates with the resource support function to:
  o Activate supply deployment plans.
  o Acquire necessary transportation and staging areas for intermediate supply storage.
• Distribute needed supplies to end-users.
• Locate available stocks of required mission-critical supplies in the following order:
  o State-owned first, then
  o Supply vendors, and
  o Donated supplies
• Coordinate with the resource support function for transportation of necessary supplies from vendors or storage areas to intermediate staging areas and/or final distribution sites.
• Coordinate with the resource support function for transportation of personnel, as needed.
	WEM
	SEOC Logistics
	Section: Logistics
	Management

• Execute logistics management plans for pick-up, transportation, and delivery of mission-critical supplies to points of distribution for end-users. • Execute logistics management plans for transportation of personnel to deployed locations, eating and lodging facilities while deployed, and return to home station when demobilized. • Provide communications, administrative space, and other services for deployed resources.	WEM SEOC Logistics Section: Resource Support
• Provide staff to the SEOC Logistics Section. • Process and enter resource requests into the EMAC system.	WEM EMAC
• Coordinate with the SEOC Logistics Section to obtain requested personnel, supplies, and services.	Local Units of Government Tribal Governments

• Counties should coordinate resource requests to the SEOC through their WEM Regional Director.	Non- Government Organizations State Agencies

Table 2-2: Short-Term Recovery Activities

Action Item	Agency
• Demobilize transportation assets and intermediate staging areas as the incident de-escalates toward normal conditions.	WEM SEOC Logistics Section: Logistics Management
• Continue supply and service support to deployed resources as the incident de-escalates toward normal.	WEM SEOC Logistics Section: Resource Support
• Coordinate with the SEOC Logistics Section to demobilize and return personnel and durable supplies to normal operations.	Local Units of Government Tribal Governments Non- Government Organizations State Agencies

3. Supporting Documents

3.1. Attachments

3.1.1. Donations Management Plan

3.1.2. Volunteer Management Plan

3.1.3. Resource Mobilization Plan

3.2. Directives

3.2.1. Chapter 323 of the Wisconsin Statutes

    3.2.1.1. Emergency Management Assistance Compact § 323.80 of the Wisconsin Statutes

    3.2.1.2. State and Province Emergency Management Assistance Compact § 323.81 of the Wisconsin Statutes

3.3. National Response Framework ESF 7

Table 3-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
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18.			

Attachment 1

Donations Management Plan

Donations Management Plan

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Table 1-1: Coordinating and Support Agencies

Primary Agency	Wisconsin Emergency Management (WEM)
Lead Coordinating Agency (Donated Goods)	Adventist Community Services (ACS)
Lead Coordinating Agency (Donated Money)	Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP)/Division of Food and Recreational Services (DFRS) Department of Children and Families (DCF) Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Public Instruction (DPI) Department of Transportation (WisDOT) Department of Workforce Development (DWD) Wisconsin National Guard (WING)
Non-Governmental Support Organizations	2-1-1 Wisconsin American Red Cross Feeding America Eastern Wisconsin Second Harvest Foodbank of Southern Wisconsin The Salvation Army (SA) United Methodist Committee on Relief (UMCOR)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

To outline a framework and process for supporting local jurisdictions in the effective coordination and distribution of donated goods and/or monetary donations that have not been previously designated to a specific agency when major disasters overwhelm local capabilities.

1.2 Scope

1.2.1　In general, any reference to donated goods or monetary donations in this plan refers to resources that donors (public and/or private sector) have not designated to a specific agency.

1.2.2　This attachment applies to those donations received for distribution directly to disaster survivors, and is not applicable to the delivery of goods to support the efforts of response workers.

1.2.3　This attachment does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of donations assistance directed to specific voluntary agencies.

1.2.4　WIVOAD agencies engaged in disaster response and recovery may co-locate office and warehouse space with the ACS at no cost, as is practicable.

1.3 Policies

1.3.1 Donated goods

    1.3.1.1   The transportation of goods from donors to receiving organizations is the responsibility of the donor.

    1.3.1.2   If a jurisdiction requests donated goods from public and private sectors, WEM may advise donors that the jurisdiction will accept only pre-sorted, clearly labeled, palletized, and shrink-wrapped donations with a predetermined transportation method and a pre-established need.

    1.3.1.3   In the event of a catastrophic disaster that prompts a large influx of unsolicited donations, WEM may establish checkpoints to control the flow of goods into the response and recovery area.

    1.3.1.4   The state donations management system may redirect unsolicited, undesignated donations that are unsuitable for use by any relief organization.

    1.3.1.5   In the event donated goods remain at the time of warehouse closure, warehouse managers will make every effort to honor the intent of the donors by offering them to local non-governmental organizations (NGOs).

1.3.2 Monetary donations

    1.3.2.1   All donations-related messaging will advise donors to send monetary donations to existing established and properly vetted voluntary organizations.

    1.3.2.2   This plan will support jurisdictions that choose to establish local disaster funds provided they:

        (1) Designate an established and properly vetted 501(c)(3) organization as fiscal agent for the fund, and

        (2) Convene a local VOAD, long-term recovery committee, unmet needs committee, or similarly structured formalized group to:

            (A) Establish guidelines and a distribution plan.

            (B) Create a case management system through which to process distribution.

            (C) Develop a timeline for fund distribution with a concrete plan for final distribution and closure of the fund.

2. Concept of Operations

2.1 General

When activated during disaster response and recovery, this attachment prompts the mobilization of a donations coordination team (DCT) to:

2.1.1   Assess the needs of local jurisdictions requiring support in managing donations from the public and the private sector.

2.1.2   Develop plans for meeting local donations management support needs.

2.1.3   Locate and dispatch resources to support local donations management.

2.1.4   Determine whether there will be a need for federal donations management support.

2.2 Mobilization

2.2.1   When one or more of the following triggers occur, the state emergency operations center (SEOC) manager directs the WEM Voluntary Agency Liaison (VAL) to activate the Wisconsin Donations Management Plan.

2.2.1.1   SEOC staff anticipates the potential of large volumes of unsolicited donations because:

(1) People have evacuated from their homes.

(2) There is significant media coverage of the incident.

(3) There are inquiries from the public seeking information on how to help.

(4) There are donation offers coming from the public and/or private sector.

(A) There is evidence of community groups collecting donations.

(B) Donations are being "dumped" at random locations (e.g. fire stations, nonprofits, police stations, churches).

(5) Needs assessment forecasts a significant likelihood that there will be needs best met by solicited donations.

2.2.1.2   A local emergency management agency has requested support.

2.2.1.3   A member of the DCT recommends that the team convene.

2.2.2   The VAL, in coordination with the WI ACS Director (or designee), facilitates a meeting/conference call of the DCT to determine if there is a need for activation of state donations management resources.

2.3 Organization

2.3.1   DCT composition

2.3.1.1   WEM

2.3.1.2   Adventist Community Services

2.3.1.3   2-1-1 Wisconsin

2.3.1.4   The American Red Cross

2.3.1.5   ESF 15 representative

2.3.1.6   SA

2.3.1.7   WI DHS

2.3.1.8   WIVOAD

2.3.1.9   Local long-term recovery committee representative

2.3.1.10   Other members, as needed

2.3.2   Donations and Volunteer Management

The SEOC organizational chart for donations and volunteer management is depicted in Figure 2-1: Donations and Volunteer Organizational Chart.

Figure 2-1: Donations and Volunteer Organizational Chart
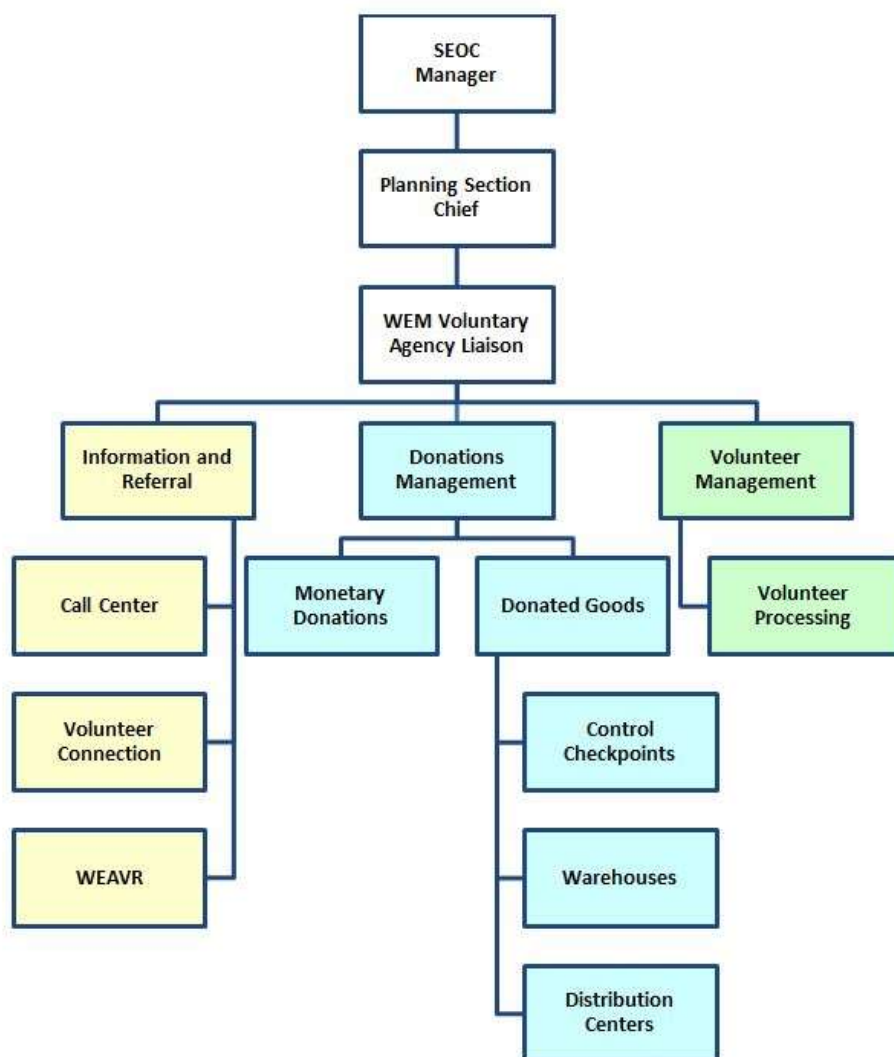
2.4 Donations Management System Components

2.4.1   Donations coordination team

2.4.1.1   Assesses the needs of the local donations management operation and provides scaled levels of assistance.

2.4.1.2   Coordinates closely with outreach workers in the disaster area to identify potential and actual unmet needs.

2.4.1.3   Provides a list of organizations accepting donations to the Public Information Officer (PIO).

2.4.1.4   Develops a strategy for disposing of unneeded received donations.

2.4.1.5   Standardizes and facilitates the delivery of all messaging related to donations management operations.

2.4.1.6   Coordinates through the WEM region directors and in conjunction with local officials to establish a location to receive and manage donated goods.

2.4.1.7   Coordinates with other disaster relief organizations to identify potential and actual unmet needs to avoid duplication of benefits.

2.4.1.8   Convenes in support of local donations management operations, as needed.

2.4.2   Wisconsin Disaster Information Assistance Line (WI DIAL)

The WI DIAL is a WEM-operated call center that can be activated for multiple purposes.

2.4.2.1   Directs callers to the ReadyWisconsin homepage, which provides specific instructions for all types of donations.

2.4.2.2   Discourages offers of items that are not needed.

2.4.2.3   If WI DIAL is not activated, Wisconsin 2-1-1 may be able to provide assistance with information dissemination regarding donations.

2.4.3   Control checkpoints

2.4.3.1   Physically inspect donations shipments to ensure that:

(1) Goods are actually needed in the relief/recovery effort.

(2) Goods are in usable condition.

2.4.3.2   Direct shipments to designated warehouses/staging areas.

2.4.3.3   Redirect shipments of unneeded or unusable goods as directed by the DCT.

2.4.4   Regional warehouses

2.4.4.1   Receive, unload, sort, inventory, and package donated goods, as needed.

2.4.4.2   Deploy donations to designated distribution centers.

2.4.5   Distribution centers

2.4.5.1   Receive, sort, inventory, and package donated goods, as needed.

2.4.5.2   Distribute goods to relief agencies.

2.4.5.3   May distribute goods directly to individuals and families.

2.4.6   Incident management teams (IMTs)

2.4.6.1   Provide support and services to the local incident command system (ICS) structure.

2.4.6.2   Initiate donations management operations in the event there is a delay in the activation/arrival of dedicated donations management organizations and personnel.

2.4.7   Wisconsin Recovery Task Force (WRTF) – Human Services Committee

2.4.7.1   Initiates early and ongoing needs assessment and maintains exchange of such information with the DCT.

2.4.7.2   Provides guidance and support to local long-term recovery task forces in developing equitable systems (case management) for distribution of donated goods and funds.

2.4.8   WIVOAD Long-Term Recovery Committee

2.4.8.1   Provides guidance and support to counties/tribes in managed distribution of donated resources.

2.4.8.2   Coordinates with the WIVOAD treasurer to monitor status of funds for which WIVOAD serves as fiscal agent.

2.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 7, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-1: Response Activities

Action Item	Agency

Public Information
• Provide support with immediate public messaging:
  o To emphasize to the public that monetary contributions are the best way to assist in disaster response and recovery.
  o To provide a list of organizations accepting donations.
• Coordinate immediately with the DMA webmaster to create a landing page on ReadyWisconsin to provide directions to prospective donors.
• Provide support in making impacted residents aware of donations facilities, hours of operation, and the process for receiving goods.
	WEM

Needs Assessment • Provide support and guidance in early and ongoing assessment of housing and human services needs to drive decision-making and strategically anticipate the appropriate scale of donations management operations. • Based on the evident primary impacts of the disaster and in consultation with response partners, project the most probable areas of need. • Facilitate the integration of early phase needs assessment with the long-term recovery committee.	WEM WIVOAD DCT

Action Item	Agency
Monetary Fund Management • If the jurisdiction elects to accept monetary donations directly, provide support and guidance in identifying an appropriate fiscal agent and system for receiving funds. • Provide support and guidance in developing policies and processes to collect and consolidate, account for, distribute, and record all monetary donations.	WEM WIVOAD DCT

Donated Goods Management
• Assist localities in finding and deploying IMTs to manage donations warehousing and distribution operations.
• Ensure localities are tracking volunteer hours and donated resources for potential credit under FEMA Disaster Assistance Policy 9525.2 (attached) in the event of a presidential declaration.
• Assist localities in acquiring facilities and logistical support for donations management operations, including identification of warehouses that have refrigeration capacity.
• Provide support in establishing administrative procedures for soliciting, storing, registering/inventorying, transporting, distributing, and accounting for donated goods.
• Provide support for inspection of donated food items.
• Maintain contact with food banks to determine space availability for collection and storage of food items.
• Provide support for distributing unneeded or leftover donated goods.
• In multi-jurisdictional donations management operations:
  ○ Initiate state standard operating procedures (SOPs) as needed for:
    ▶ Control checkpoints
    ▶ Regional warehouses
  ○ Facilitate coordination among locally run warehouses and distribution centers.
	WEM
	DATCP/DFRS
	WIVOAD
	DCT
	American Red Cross
	Salvation Army

Information and Referral • Facilitate the mobilization of an existing referral organization such as Wisconsin 2-1-1 to refer or process donations-related inquiries. • Mobilize the Wisconsin Disaster Information Assistance Line (WI-DIAL), as needed. • Keep all information and referral organizations, including local human services organizations, provided with the most up-to-date information.	WEM DCT

3. Agency Responsibilities

3.1 Primary Agency – Wisconsin Emergency Management

Table 3-1: Primary Agency Functions

Agency	Functions

Wisconsin Emergency Management	**Donations Coordinator**
	 The WEM VAL will fulfill the volunteer and donations coordinator responsibilities.
	 • Chair the DCT.
	 • Represent the team in all SEOC coordination activities.
	  o Communicate needs identified in the SEOC to the DCT for procurement.
	  o Communicate policy decisions to the DCT.
	 • Coordinate with ESF 15 regarding media releases about unsolicited goods and services.
	 • Assist state and local officials in identifying needed and unneeded donations.
	 • Serve as liaison to other affected local governments and to other state agencies in matters related to donations management.
	 • As necessary, coordinate with the SEOC manager and the operations section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate donations management facilities.
	 • Coordinate with WI DIAL and 2-1-1 Wisconsin, as applicable, to provide them with the most current information for the public.
	 • Communicate and coordinate with the FEMA donations coordinator.
	 • Participate in all coordination meetings with FEMA VALs.
	 • Consider requesting FEMA, Corporation for National and Community Service (CNCS), or Emergency Management Assistance Compact (EMAC) assistance if DCT demands become unmanageable with available staff.

	Public Information Officer • Develop and maintain pre-scripted press releases and public service announcements pertaining to donations management. • Provide an immediate ReadyWisconsin web message to direct prospective donors to the most appropriate methods of donating. • Coordinate the development and release of all information related to donations management, in conjunction with the affected local jurisdictions, the DCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate. • Serve as the primary state point of contact for the media on all matters pertaining to donations management.

3.2 Lead Coordinating Agency (Donated Goods) – Adventist Community Services

Table 3-2: Lead Coordinating Agency (Donated Goods) Functions

Agency	Functions

Adventist Community Services	• Serve as lead coordinating agency and subject matter expert on donations goods management for DCT.
	• When requested by the SEOC and agreed upon by ACS:
	  ○ Execute donations management system to coordinate receipt, inventory, and distribution of in-kind donations.
	  ○ Facilitate direction of donated offers to response agencies and/or the affected population.
	• Manage and oversee a multi-agency warehouse when requested by the SEOC to facilitate distribution of food, clothing, water, and other needed items.
	• Assist in developing procedures for managing unsolicited, undesignated donations received through the donations management system.

3.3 Lead Coordinating Agency (Donated Money) – Wisconsin Voluntary Organizations Active in Disaster

Table 3-3: Lead Coordinating Agency (Donated Money) Functions

Agency	Functions
WIVOAD	• Provide leadership in supporting jurisdictions that directly receive donated cash. • Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies. • Facilitate communication between the DCT and WIVOAD member agencies, including requests for assistance. • Provide help in acquiring volunteers. • Provide support to WI Long-Term Recovery Committee.

3.4 Wisconsin Governmental Support Agencies

Table 3-4: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	• Provide support in inspection of donated foods. • DFRS licenses all food warehouses and, if requested, could provide a list of licensed warehouses.
Department of Children and Families	• Provide support in disseminating information about the availability of donated goods in the disaster area.
Department of Corrections	• Provide labor, as needed.
Department of Health Services	• Provide support in disseminating information about the availability of donated goods in the disaster area. • Provide disaster case management and crisis counseling.

Agency	Functions
Department of Public Instruction	• Provide support in disseminating information about the availability of donated goods in the disaster area.

Department of Transportation	• Expedite, as appropriate, the routing of incoming loads of donated goods relative to:
	  o Road closures
	  o Load limits
	  o Fee waivers
	• Provide support in establishing checkpoints for incoming loads of donated goods, as necessary.
	• Support direction of incoming loads of donated goods to staging areas/warehouses through:
	  o Direct communication with haulers
	  o Reader boards

Department of Workforce Development	• Provide coordination of the National Emergency Grants program to deliver staff to the disaster area, when appropriate.
Wisconsin National Guard	• Provide assistance with transportation of donated goods. • Provide security. • In qualified circumstances, provide short-term use of armories for management of donated goods.

3.5 Non-Governmental Support Agencies

Table 3-5: Non-Governmental Support Agencies Functions

Agency	Functions
2-1-1 Wisconsin	• When requested by the SEOC and agreed upon by 2-1-1 Wisconsin, establish and oversee a central phone number and call center to respond to inquiries concerning donations. • Swiftly communicate public messaging information received from WEM to all call centers to enable accurate and consistent messaging.
American Red Cross	• Provide support with the solicitation and distribution of goods.
Feeding America/Second Harvest	• Provide support in solicitation, receipt, inventory, and distribution of donated food and grocery products.
The Salvation Army	• Provide direct support to ACS. • Provide staff.
United Methodist Committee on Relief	• Facilitate delivery of selected donations. • Provide training in case management.

4. Supporting Documents

4.1 Appendices

4.1.1   Sample PIO and Executive Talking Points

4.1.2   Agreement between the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services for Managing Donated Goods in the Event of a Declared Disaster

4.2 References

4.2.1   NRF Volunteer and Donations Management Support Annex

4.2.2   FEMA Disaster Assistance Policy 9525.2, Donated Resources

4.2.3   WIVOAD Community Long-Term Recovery Guidance

Attachment 1

Donations Management Plan

Appendices

5. Appendix A. Sample Public Messaging and Executive Talking Points

5.1 Donations

5.1.1 PLEASE – DO NOT GO TO THE SCENE OF THE DISASTER.

5.1.2 Cash donations are best. Please give directly to the voluntary disaster relief organization of your choice.

5.1.3 Generally, cash donations are tax deductible.

5.1.4 The arrival of unexpected donated goods will interfere with the response efforts.

5.1.5 It is expensive and enormously labor-intensive for voluntary organizations to sort, inventory, warehouse, and distribute donated goods.

5.1.6 PLEASE – do not create a second disaster by donating items that are not needed.

5.1.7 WAIT – many times donations are not needed until later in the recovery phase of the disaster.

5.1.8 If you want to give, go to www.ready.wi.gov to find out how to give money or to see what items are needed; or call [*insert information and referral phone bank number*].

5.2 Cash Donations News Release

Date:

Time:

Contact Phone:

Fax:

CASH DONATIONS FOR DISASTER SURVIVORS BEST WAY TO HELP

Sample County, WI – The recent [*insert name of incident*] in [*insert location*] has many people around Wisconsin and the nation asking... how can I help? The best thing you can do is to make a cash donation instead of sending donated goods, according to [*insert name of official*].

"Cash donations to voluntary disaster relief organizations allow them to buy exactly what is most needed to assist disaster survivors," said [*insert name of official*].

[*Insert name of official*] explained that the needs of the disaster survivors would change considerably from the early stages of the disaster into the weeks and months of disaster recovery. Cash donations allow disaster aid to focus on the areas of greatest need while avoiding surpluses of unneeded items.

For more information on how to support the disaster relief effort in [*insert location*] go to www.ready.wi.gov or call [*insert information and referral phone bank number*].

5.3 Cash Donations Public Service Announcement (:15)

Date:

Time:

Contact Phone:

Contact Phone:

CASH IS BEST

Due to the recent [*insert name of incident*], the [*insert name of jurisdiction/organization*] is coordinating disaster relief efforts in [*insert location*]. At this time, the most pressing need is cash donations to help participating disaster relief organizations buy supplies of the items most urgently needed. If you would like to make a cash contribution, please go to www.ready.wi.gov or call [*insert information and referral phone bank number*].

5.4 Disaster Donations Public Service Announcement (:30)

Date:

Time:

Contact Phone:

Fax:

DISASTER DONATIONS

In the wake of [*insert name of incident*] many people want to know how they can help. [*Insert name of jurisdiction/organization*] encourages people to give cash donations to one of the voluntary organizations involved in the relief operation.

The [*insert name of jurisdiction/organization*] is helping to coordinate donations of money, goods, and services with agencies that are able to receive, store, and distribute donated items.

For more information on what and where to donate, please go to www.ready.wi.gov or call [*insert information and referral phone bank number*].

6. Appendix B. Adventist Community Services Agreement

Agreement between the Wisconsin Department of Military Affairs, Division of Emergency Management and
Adventist Community Services for
Managing Donated Goods in the Event of a Declared Disaster

In an effort to provide support and stability to the community based voluntary agencies distributing donated goods, the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services enter into the following agreement.

1. Adventist Community Services will provide leadership and training for community based volunteers to coordinate the flow of incoming undesignated donated goods.

2. Adventist Community Services will provide management of a multi-agency warehouse and supervise local volunteers in receiving, sorting, packing, and inventorying donated goods.

3. Adventist Community Services will make all goods available to recognized local organizations carrying on a distribution program.

4. Adventist Community Services will supply, on request, a copy of the most current inventory to state or FEMA officials.

5. Adventist Community Services will turn over the overall operation to local volunteer organizations when they are able to assume and accept this responsibility.

The Wisconsin Department of Military Affairs, Division of Emergency Management will coordinate with other state agencies, local government agencies, as well as with other private relief agencies, to support the Adventist operation where donated resources cannot meet the need. That support may include, but not be limited to:

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Warehouse Space (50,000-100,000 square feet)
Utilities and Phone Service (3 voice lines, 1 fax line)
Computer and Printer (1 each)
Copier and Fax (1 each)
Tables (25 8-foot) and Chairs (20)
Boxes (2,000 20"x20"x20" each) and Tape (100 rolls 50 yards each)
Forklift (1) and Fuel
Pallets (25) and Pallet Jack (1)
Trucking (for delivery of goods to distribution centers)
Cargo Van (1), Straight Trucks (2 24-foot), and Fuel
Dumpster Service (6-9 cubic yards)

This agreement will become effective, as needed, based on a declaration of a disaster by the governor or by the president and may be terminated by either party with sufficient notice which will not cause hardship on the operation itself.

Signed this day Dec 8th 2012 by:

Brian Satula
Administrator
Wisconsin Department of Military Affairs
Division of Emergency Management

Signed this day December 10, 2012 by:

Michael Edge
President
Wisconsin Conference of Seventh-day Adventists

Brian Stephan
Treasurer
Wisconsin Conference of Seventh-day Adventists

Attachment 2

Volunteer Management Plan

Volunteer Management Plan

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Table 1-1: Primary and Support Agencies

Primary Agency	Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs (DMA) Department of Natural Resources (DNR) Department of Workforce Development (DWD) Wisconsin National Guard (WING)
Non-Governmental Support Organizations	2-1-1 Wisconsin American Red Cross The Salvation Army (SA) Volunteer Wisconsin Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)
Federal Supporting Agencies	Corporation for National Community Service (CNCS), Wisconsin Field Office

1. Introduction

1.1 Purpose

To outline a framework and process for supporting local jurisdictions in receiving, preparing, deploying, and tracking volunteers when major emergencies or disasters overwhelm local capabilities.

1.2 Scope

1.2.1   This plan applies to both pre-registered and spontaneous volunteers who arrive to support local response and recovery efforts.

1.2.2   This plan applies to groups of volunteers who are affiliated with a voluntary or faith-based organization that is NOT a recognized disaster response organization.

1.2.3   Medical and health volunteers are managed through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) at https://weavrwi.org/.

1.2.4   This plan does not apply to volunteers affiliated with recognized disaster response organizations such as the American Red Cross and Salvation Army that have a defined scope of disaster service delivery and response structure and are self-sustaining, independent organizations.

1.3 Policies

The points below summarize state law regarding liability and worker's compensation coverage for emergency volunteers. The brochure *Volunteer Management during Emergencies and Disasters FAQs*, attached, provides additional explanations.

1.3.1   Responsibility for worker's compensation

Sections 323.40 (2) and (3) of the Wisconsin Statutes provides:

"An individual who registers in writing with a state agency or local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government for worker's compensation under Chapter 102 of the Wisconsin Statutes for purposes of any claim relating to the labor provided."

1.3.2   Liability of state or local unit of government volunteers

Section 323.41 (2) and (3)(a) of the Wisconsin Statutes provides:

"An individual who registers in writing with a state agency or local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government for worker's compensation under Sections 893.80, 893.82, 895.35, and 895.46 of the Wisconsin Statutes (as applicable), for purposes of any claim relating to the labor provided."

1.3.3   Exceptions

Section 323.41(4) of the Wisconsin Statutes:

<u>Does not</u> apply if the person's act or omission involves reckless, wanton, or intentional misconduct.

1.3.4   Reimbursement of local units of government

Section 323.42 of the Wisconsin Statutes:

"In any calendar year, if the amount the local unit of government is liable for under Sections 323.40 and 323.41 of the Wisconsin Statutes, plus losses incurred under Section 323.43 of the Wisconsin Statutes, exceed $1 per capita of the local unit of government's population, the state shall reimburse the local unit of government the amount of the excess."

1.3.5   Volunteer health care practitioners

Liability and worker's compensation coverage under Sections 323.40 and 323.41 is not applicable to volunteer health care practitioners who are indemnified under Section 257.03 of the Wisconsin Statutes.

1.3.6   Equipment and supplies

Providers of equipment and supplies under Section 323.45 of the Wisconsin Statutes <u>are not eligible</u> for liability and worker's compensation coverage under Sections 323.40 and 323.41.

2. Concept of Operations

2.1 General

When activated during disaster response and recovery, this plan prompts the mobilization of a Volunteer Coordination Team (VCT) to:

2.1.1   Assess the needs of local jurisdictions requiring support in managing spontaneous volunteers from the public and the private sectors.

2.1.2   Develop strategies for meeting local volunteer management support needs.

      2.1.2.1 Evaluate the resources and capabilities to which the state has access.

      2.1.2.2 Consider both in state and out-of-state voluntary organizations.

2.1.3   Locate and dispatch resources to support local volunteer management.

2.2 Mobilization

2.2.1   When a triggering incident or event occurs, the SEOC manager directs the WEM voluntary agency liaison (VAL) to activate the Wisconsin Volunteer Management Plan. Examples of triggering incidents or events include, but are not limited to:

      2.2.1.1 SEOC staff anticipates the potential of large numbers of spontaneous volunteers because:

            (1) The nature of the emergency or disaster is such that there is a high likelihood that there will be a need for large numbers of workers for operations such as sandbagging or debris clearance.

            (2) There is significant media coverage of the incident or event.

            (3) There are high numbers of inquiries from the public seeking information on how to help.

            (4) Volunteers have begun to converge on the disaster scene.

      2.2.1.2 A local emergency management agency has requested support.

      2.2.1.3 A member of the VCT recommends that they convene.

2.2.2   WEM, in coordination with the WIVOAD chairperson (or designee), facilitates a meeting/conference call to determine if there is a need for activation of state volunteer management resources.

2.3 Organization

2.3.1   VCT composition

      2.3.1.1 WEM

      2.3.1.2 American Red Cross

2.3.1.3 DMA general counsel

2.3.1.4 ESF 15 representative

2.3.1.5 The Salvation Army

2.3.1.6 Volunteer Wisconsin

2.3.1.7 WI DHS

2.3.1.8 WIVOAD

2.3.1.9 Others as may be necessary

2.3.2 Donations and Volunteer Management

The SEOC organizational chart for donations and volunteer management is depicted in Figure 2-1: Donations and Volunteer Organizational Chart.

Figure 2-1: Donations and Volunteer Organizational Chart
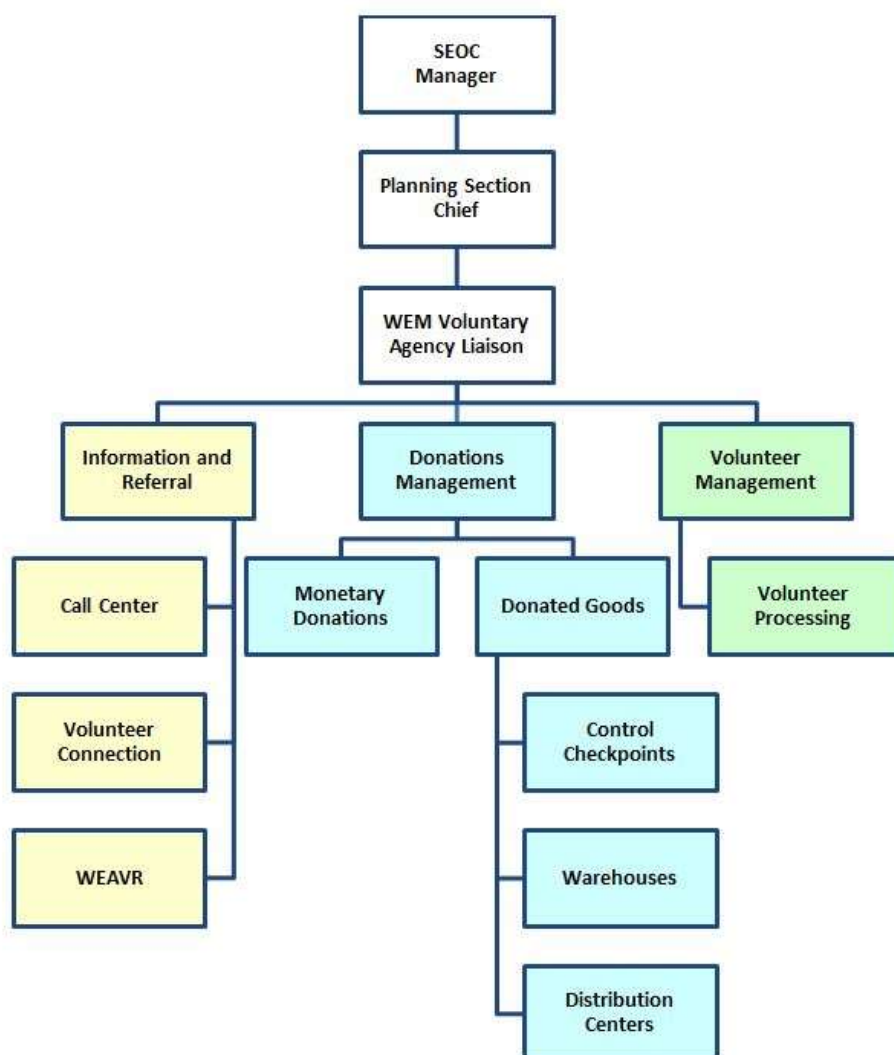
2.4 Volunteer Management System Components

2.4.1   Volunteer Coordination Team (VCT)

      2.4.1.1 Assesses the needs of the local volunteer management operation and identifying where state resources could be utilized

          (1)   Provides scaled levels of assistance, such as:

              (A) Support with public information

              (B) Technical support

              (C) Incident management teams

              (D) Volunteer registries

(2) Coordinates with other disaster relief organizations:

    (A) To identify potential volunteer opportunities

    (B) To avoid duplication

    (C) To ensure equity of access to support resources among multiple disaster locations

(3) Coordinates closely with EOCs in the disaster area to identify potential volunteer opportunities.

2.4.1.2 Provides a list of organizations accepting volunteers to the state public information officer (PIO) to coordinate messaging.

    (1) Standardizes and facilitates the delivery of all messaging related to volunteer management operations.

2.4.1.3 Develops a state-level strategy for providing/supporting local volunteer management leadership.

2.4.1.4 Coordinates through the WEM regional directors and in conjunction with local officials to establish a location to receive and manage volunteers.

2.4.1.5 Convenes in support of local volunteer management operations, as needed.

2.4.2 Volunteer registry – Many locations, including WEM, utilize the disaster portal of the Volunteer Connection. A number of Wisconsin sites use an alternate registry. Many local jurisdictions have no registry in place.

2.4.2.1 Provides prospective volunteers with an opportunity to pre-register to volunteer for disaster response and/or recovery operations.

    (1) Allows volunteers to identify specific skills and areas of interest.

    (2) Allows volunteers to specify availability.

2.4.2.2 Provides prospective volunteers with a selection of organizations soliciting volunteers for specific operations.

2.4.2.3 Provides voluntary organizations with a system to recruit volunteers for specific operations.

2.4.3 Wisconsin Disaster Information Assistance Line (WI-DIAL)

2.4.3.1 Can mobilize as a call center during non-radiological disasters.

2.4.3.2 When appropriate, refers prospective volunteers to the disaster portal of the Volunteer Connection or other active emergency volunteer registries.

2.4.3.3 Provides callers with direction on methods of volunteering.

2.4.3.4 Discourages spontaneous volunteering.

2.4.4   Incident management teams (IMT)

    2.4.4.1 May be drawn from the DNR or from regional Wisconsin IMT units.

    2.4.4.2 Provides support and services to the local incident command system (ICS) structure.

    2.4.4.3 Initiates volunteer management operations in the event there is a delay in the activation/arrival of dedicated donations management organizations and personnel.

    2.4.4.4 Conducts volunteer management operations on behalf of and as authorized by the local jurisdiction in the event of a lack of local volunteer management capability.

2.4.5   Volunteer reception center (local)

    2.4.5.1 Provides for a site or facility at which to formally register volunteers, including:

        (1) Reception and orientation

        (2) Interview and assignment

        (3) Safety and liability briefing

        (4) Volunteer verification

    2.4.5.2 Assigns volunteers to those operational activities authorized for volunteer responders by the chief elected official and the incident commander.

2.4.6   Wisconsin Credentialing and Asset Management System (WICAMS)

    2.4.6.1 Provides badging for authorized volunteers, including:

        (1) Pre-incident credentialing of established volunteers

        (2) On-site badging at volunteer reception centers

    2.4.6.2 Is provided by WEM.

2.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 7, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-1: Response Activities

Action Item	Agency
Public Information	WEM
• Provide support with immediate public messaging to encourage prospective volunteers: o To affiliate with existing voluntary organizations.	

o To preregister to volunteer with the disaster volunteer registry at the Volunteer Connection and/or other active emergency volunteer registries. • Coordinate immediately with the DMA webmaster to create a landing page on ReadyWisconsin to provide directions to prospective volunteers. • Direct prospective volunteers to ReadyWisconsin, which will provide instructions and a hyperlink to the Volunteer Connection (and/or other active emergency volunteer registries), where they can register to volunteer. • If volunteer reception centers are operating in affected local jurisdictions, provide coordinated messaging to inform the public about how to participate in those local opportunities.	
Liability Considerations • Provide consultation with local officials in determining whether to accept volunteer response and recovery workers and in determining responsible parameters for their deployment. • Provide standardized forms and model record-keeping resources.	DMA WEM

Incident Management
• Assist local jurisdictions in finding and deploying IMTs to initiate volunteer management operations.
• Assist local jurisdictions in implementing Volunteer Connection.
    o Assist local jurisdictions in creating a dedicated disaster portal.
    o Provide an experienced disaster portal administrator to initiate volunteer registration and to provide just-in-time training to local administrators.
• Deploy WICAMS, as needed.
• Assist local jurisdictions in acquiring facilities and logistical support for volunteers.
• Assist local jurisdictions in organizing tasking and tracking systems for volunteers.
	WEM
	DNR
	Volunteer
	Wisconsin
	WIVOAD

Information and Referral • Publicize and facilitate local jurisdictions' use of the Volunteer Connection. • Facilitate the mobilization of an existing referral organization such as 2-1-1 Wisconsin to refer or process volunteer-related inquiries. • Mobilize WI-DIAL.	WEM WEM VCT WEM

3. Agency Responsibilities

3.1 Primary Agency – Wisconsin Emergency Management

Table 3-1: Primary Agency Functions

Agency	Functions
Wisconsin Emergency Management	**Volunteer Coordinator** The WI voluntary agency liaison (VAL) will fulfill the volunteer and donations coordinator responsibilities. • Chair the VCT. • Facilitate the use of the Volunteer Connection for recruitment and pre-registrations of response and recovery volunteers. • Coordinate with ESF 15 regarding media releases about disaster volunteerism. • Assist state and local officials in identifying opportunities and roles for volunteers.

Agency	Functions
	• Serve as liaison to other affected local units of government, tribes, and to other state agencies in matters related to volunteer management. • As necessary, coordinate with the SEOC manager and the planning section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate volunteer management facilities.
	Public Information • Develop and maintain pre-scripted press releases and public service announcements pertaining to disaster volunteers. • Coordinate the development and release of all information related to disaster volunteering, in conjunction with the affected local jurisdictions, the VCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate. • Serve as the primary state point of contact for the media on all matters pertaining to disaster volunteers.

3.2 Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	• Provide support in coordinating volunteers for animal disaster response.
Department of Health Services	• Provide support in coordinating health care and medical volunteers through WEAVR.
Department of Military Affairs	• Provide consultation on liability issues related to deploying volunteers.
Department of Natural Resources	• Provide IMTs, as needed and duly authorized.
Department of Workforce Development	• Provide coordination of the National Emergency Grants program to deliver staff to the disaster area, when appropriate.
Wisconsin National Guard	• Provide logistical support. • In qualified circumstances, provide short-term use of armories for volunteer reception centers.

3.3 Non-Governmental Support Agencies

Table 3-3: Non-Governmental Support Agencies Functions

Agency	Functions
2-1-1 Wisconsin	• When requested by the SEOC and agreed upon by 2-1-1 Wisconsin, establish and oversee a central phone number and call center to respond to inquiries concerning disaster volunteers. • Communicate public messaging information swiftly to all call centers to enable accurate and consistent messaging.
American Red Cross	• Provide support in recruiting and deploying emergency volunteers.
The Salvation Army	• Provide support in recruiting and deploying emergency volunteers.
Volunteer Wisconsin	• Provide support in utilizing the disaster portal of Volunteer Connection.

Agency	Functions
Wisconsin Voluntary Organizations Active in Disaster	• Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies. • Facilitate communication between the VCT and WIVOAD member agencies, including requests for assistance.

3.4 Federal Supporting Agency

Table 3-4: Federal Supporting Agency Functions

Agency	Functions
Corporation for National Community Service, Wisconsin Field Office	• Provide connections to Senior Corps Grantees and other National Service Projects that could provide support recruiting and deploying emergency volunteers. • Within CNCS guidelines, activate VISTA resources to assist in disaster response and recovery. • Facilitate communication between WEM and the CNCS Disaster Services Unit to access broader CNCS resources including NCCC and Cooperative Agreement teams.

4. Supporting Documents

4.1 Appendices

4.1.1　Volunteer Management FAQs

4.1.2　Sample Public Messaging & Talking Points

4.2 References

4.2.1　NRF Volunteer and Donations Management Support Annex

4.2.2　FEMA Disaster Assistance Policy 9525.2, Donated Resources
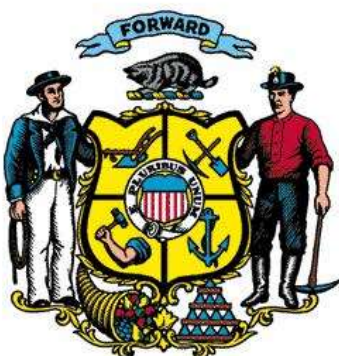
Attachment 2

Volunteer Management Plan

Appendices

5. Appendix A. Volunteer Management FAQ

VOLUNTEER MANAGEMENT DURING EMERGENCIES AND DISASTERS

FREQUENTLY ASKED QUESTIONS (FAQs)

<u>Prepared by:</u>
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NOTE: This document is only meant to serve as a guide to answer general questions about legal issues in emergency/disaster volunteer management and pertains specifically to volunteers registered with a unit of government. "Volunteer" refers to an individual who assists during emergencies or under disaster declarations. Individual legal issues will be situation-specific; thus, actual outcomes or advice may differ from the responses provided in this document. **Acknowledgement:** Special thanks to Jim Kennedy with the Kenosha County Department of Human Services for his assistance in developing these questions.

November 2011

I. Costs and Coverage

For a volunteer* who incurs costs as a result of volunteering (e.g., medical expenses or lost wages/income due to injury related to volunteer service), which of the following costs are covered? See Table 1.

Table 1: Costs and Coverage

Type of Cost	Coverage Afforded a Volunteer of a Unit of Government
Medical expenses for volunteers who are injured	Medical costs are covered for injured volunteers. There is no distinction between short or long term costs – delayed onset health conditions arising from the initial injury are also covered.
Lost wages/income for volunteers who are injured	Volunteers are eligible to receive worker's compensation benefits.
Lost wages/income for volunteers who are killed	Volunteers who are killed while in the scope of volunteer activities are eligible for death benefits and compensation related to burial expenses.
Damage to a volunteer's personal property	Damage to a volunteer's personal property is not covered.

The volunteer must have registered in writing with the appropriate unit of government prior to volunteering. The volunteer is also responsible for immediately reporting any injuries or accidents that happen. Volunteers are distinct from volunteer healthcare practitioners (VHCPs). VHCPs are not addressed here.

What amount or percentage of each of the above costs would be covered?
Generally, claims for medical expenses are subject to review by claims adjusters and risk management officials. In many instances, claims adjusters review and adjust costs for medical procedures, medications, and other pertinent factors. Claims for permanent or temporary disabilities are paid out subject to certain formulas based upon the percentage and type of disability suffered.

What time or monetary limits apply?
Injuries or accidents not reported to the sponsoring unit of government by the volunteer within 30 days of the occurrence of injury or within the first 30 days of knowledge of injury may be denied. Under §323.42 of the Wisconsin Statutes, there is a monetary cap of $1 per capita for a sponsoring unit of government for injured volunteers. (For example, a city with a population of 30,000 would have a monetary cap of $30,000 of eligible costs per event.) The state provides excess reimbursement to the sponsoring unit of government for costs above the cap. There is no monetary limit for excess reimbursement claims.

Who bears responsibility?
Volunteers must register in writing with a sponsoring unit of government. The sponsoring unit of government is responsible for paying costs associated with volunteer injury or death. The state acts to reimburse a sponsoring unit of government when the liability cap is exceeded. If claims are denied, some costs could be borne by the volunteer or his/her insurer. This is most likely to happen when a volunteer is not registered in writing or a volunteer acts beyond the scope of permissible and reasonable volunteer activities.

Is the $1 per capita limit for local units of government a per calendar year or per event cap?
Statutorily, the $1 per capita limit is a per calendar year cap; however, in practice the cap is per emergency or disaster event. When a local unit of government accrues more than $1 per capita in liability, every dollar above the cap may be eligible for state reimbursement. This includes events that result in long-term injuries that require years of recovery and rehabilitation. Once the $1 per capita threshold for an event is reached, eligible excess costs will be reimbursed by the state.

Does the $1 per capita maximum liability figure apply only to single units of government, or can it be shared between multiple units of government?

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The $1 per capita maximum of liability applies to the "sponsoring" unit of government. The unit of government that registers volunteers in writing is the sponsoring unit and is responsible for the $1 per capita liability. A situation could arise where the $1 per capita maximum could be lumped together with other sponsors. See Table 2.

Table 2: Determining Sponsors

Relevant Factors
• Where the volunteer registered
• The site where the injury occurred
• Who the volunteer registered with (i.e., what unit or units of government were on the registration document)

II. Volunteer Conduct

Volunteers may be subject to tort liabilities. Such liabilities could arise from situations where the volunteer caused death, injury, or property damage. What protections do volunteers have against these liabilities?
Typically, volunteers register in writing with a local unit of government. Assuming the registration is valid and the volunteer was acting within the scope of his/her volunteer duties, the local unit of government is responsible for paying volunteer costs associated with tort liability.

With respect to tort liability protections, what time or monetary limits apply?
To the extent that tort liability protections exist, there are statute of limitations and monetary limits associated with claims against governmental bodies.

Does there need to be a formal disaster declaration for coverage to apply?
A registered volunteer is considered an employee of the sponsoring unit of government for worker's compensation purposes *during a disaster, an imminent threat of a disaster, or a related training exercise.* Formal declaration of disaster is not required by statute.

What is required for a volunteer to be covered to the greatest extent possible under Wisconsin law?
Volunteers must register in writing with the state or a local unit of government at the time of the event. Volunteers who are not registered in writing are not covered, regardless of circumstance. Volunteers who register have the full protection of state law. However, willful, wanton, or intentional misconduct is not covered under any circumstance.

Are there any special provisions for volunteers under the age of eighteen?
Volunteers under the age of eighteen must obtain consent from a parent or guardian before they volunteer. Those who obtain consent are covered in the same manner and afforded the same protections as other volunteers.

Are non-citizen volunteers covered?
There is no statutory language distinguishing coverage based on citizenship. Non-citizen volunteers are protected like citizen volunteers.

Are volunteers that provide mental or pastoral care covered?
Volunteers who provide mental health services (and are certified or licensed to do so) would be covered as volunteer health care practitioners (VHCPs). Volunteers who provide pastoral care (i.e., clergy, lay ministers, etc.) would be covered as volunteers.

What type of volunteering (as it relates to Chapter 323 of the Wisconsin Statutes) is covered for volunteers registered with the state or a local unit of government?
Activities covered include responding to an imminent threat of disaster, responding to a disaster, and training activities.

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Are there minimum information requirements for volunteers to be registered in writing? Does meeting or exceeding the minimum registration requirements offer increased liability protection?
There are no minimum information requirements to register a volunteer in writing; however, the sponsoring unit of government should request sufficient information so that the volunteer is identifiable based on his/her responses.

Table 3: What to Include on a Registration Document

Recommended Information to Request Volunteers to Provide
• First and last name
• Permanent street address (not P.O. Box)
• Date of birth
• Task assigned
• Work location
• Time in
• Time out

Obtaining, at a minimum, the information in Table 3 increases the likelihood that registered persons will be identifiable. Never request Social Security numbers on the volunteer registration document, as the form may be subject to release under the Wisconsin open records law.

Is it necessary for volunteers to have undergone training in order for them to be fully protected by Chapter 323 or other Good Samaritan laws? Are units of government less protected if their volunteers have not been trained?
Volunteers acting in good faith are equally protected whether or not they have been trained. Volunteer negligence, however, might increase liability for the unit of government. For example, if a volunteer was provided a chainsaw, but received no formal training on the proper use of the chainsaw and went on to injure himself/herself or someone else, the unit of government could be held liable based on willful, wanton, or intentional misconduct.

Are local units of government liable for tort claims against their volunteers?
If volunteers act in good faith, they are likely to be covered. In this context, "good faith" means not acting with willful, wanton, or intentional misconduct. Criminal actions are, however, not covered.

III. Recommendations

✓ **Collect sufficient information from volunteers to ensure identification. (See Table 3.)**

✓ **Assign volunteers to specific task(s) and location(s), i.e., scope.**

✓ **Record time in/time out of each volunteer.**

✓ **Ensure volunteers are informed of and understand the scope of their volunteer activities.**

Supervise volunteers to ensure they do not exceed their assigned scope of volunteer activities.

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6. Appendix B. Sample Public Messaging and Talking Points

6.1 Volunteers

PLEASE – DO NOT GO TO THE SCENE OF THE DISASTER

6.1.1   The arrival of unexpected volunteers will interfere with the response efforts.

6.1.2   STAY SAFE by volunteering with a reputable volunteer agency.

6.1.3   Volunteers will be needed most during the recovery phase. Please be patient and WAIT until relief agencies can train you and use your help.

6.2 Volunteer Reception Center News Release

Date:

Time:

Contact Phone:

Fax:

VOLUNTEER RECEPTION CENTER OPENED

Sample County, WI - In response to [*insert name/type of incident and area affected*] in [*insert location*], the [*insert city/ cities*] [*has /have*] opened a local volunteer reception center in [*insert city location*]. The volunteer reception center will match people who want to help with appropriate volunteer opportunities.

Volunteers can visit the volunteer reception center located at [*insert street address and city*] between [* insert opening time*] and [* insert closing time*], or they may call [*list area code and phone number*] to learn about current volunteer needs and urgent skill requests. [*Insert instructions on what volunteers should wear, where they should report, what they should bring (e.g. ID, gloves), and what is required (e.g. tetanus shots, certifications).*]

Agencies that need volunteers should call [*insert area code and phone number*].

[*IF NEEDED, ADD THIS SECTION*]

Volunteers with [*list specific urgent skills needed such as language, medical, etc.*] should contact the volunteer reception center immediately.

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Attachment 3

Resource Mobilization Plan

Resource Mobilization Plan

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Table of Contents

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1. Introduction

1.1. Purpose

The purpose of the Emergency Resource Mobilization Plan is to provide guidelines to quickly identify, prioritize, allocate, mobilize, and deploy all-hazards resources to any Wisconsin jurisdiction, in the event an incident requires resources beyond those available locally, or under any existing inter-jurisdictional or mutual aid agreement.

1.2. Scope

The Mobilization Plan is intended to be scalable from single resource requests to complex logistics operations. The plan is designed to provide resources to any incident beyond local capabilities that are necessary to protect life, property, the environment, cultural, and economic resources. The plan pertains to requests for resources and does not reflect the protocols for a disaster declaration.

1.3. Objectives

1.3.1. To provide a system for efficient mobilizing, tracking, allocation, and demobilization of emergency resources.

1.3.2. To ensure the requesting agency receives the proper equipment and qualified personnel in a timely manner.

1.4. The Mobilization Plan

1.4.1. Describes state organizations, resources, and the process for mobilization of resources in response to an incident that exceeds the capabilities or capacity of local and mutual aid resources.

1.4.2. Serves as an educational tool for all emergency response personnel to familiarize themselves with the state mobilization system.

1.4.3. Establishes procedures for reimbursement for eligible costs for resources mobilized under this plan.

1.4.4. State emergency resource mobilization is not a replacement for local response, mutual aid, or regional response plans. All political subdivisions of the state are encouraged to enter into formal local and regional mutual aid agreements and contracts with private sector vendors.

1.4.5. Mutual aid agreements provide for rapid assistance from neighboring jurisdictions to meet the immediate requirements of an incident requiring resources beyond those available from the local jurisdiction. The key element of mutual aid is quick response from the closest, most appropriate resources. Rapid intervention by mutual aid resources can stabilize an emergency incident that may otherwise continue to escalate.

1.5. Plan Revision

The Comprehensive Response Working Group plan will review and update the plan on a bi-annual basis.

2. Concept of Operations

2.1. Foundation Principles of the Incident Management System

2.1.1. Engaged partnerships

Wisconsin leaders at all levels have collaborated to develop shared response goals and align capabilities. This collaboration is designed to know your partners and their capabilities ahead of an incident to prevent any level from being overwhelmed in times of crisis.

2.1.2. Tiered response

Efficient management of incidents, so that such incidents are handled at the lowest possible jurisdictional level and supported by additional capabilities only when needed.

2.1.3. Flexible, scalable, adaptable operational capabilities

Capabilities are implemented as incidents change in size, scope, and complexity, so that the response to an incident or complex of incidents adapts to meet the requirements under the National Incident Management System (NIMS)/Incident Command System (ICS) management by objectives. The NIMS/ICS resources of various, formally-defined resource types are requested, assigned, and deployed as needed; then demobilized when the capability is no longer needed.

2.1.4. Unity of effort through Unified Command

This seamless coordination is guided by a common response management system. The effort is standardized using "plain English" communication protocol and respect of participating agency chain of command between command structures and assigned resources among multiple jurisdictions that may be joined at an incident complex.

2.1.5. Readiness to act

Premised on preparedness including planning, training, exercise, proactive vigilance, and continuous improvement. It is our collective duty to provide the best response possible and be ready when called upon. From individuals, households, and communities to local, tribal, state, and federal governments, national response depends on our readiness to act. Wisconsin plans, trains, and exercises to insure Readiness to Act in order to protect the citizenry, infrastructure, property, and business community in the State of Wisconsin.

2.2. Key Provisions of the Wisconsin Mobilization Plan

2.2.1.   State, local, tribal, and private sector partners all have a critical role in Wisconsin's Resource Mobilization Plan.

2.2.2.   Resource mobilization has to be planned, and the plan must be maintained for it to succeed.

2.2.3.   Active support and participation enhances local government self-sufficiency and improves statewide disaster preparedness.

2.2.4.   Participating agencies should keep contact and resource information current and updated, at least annually.

2.2.5.   Local jurisdictions should be prepared to implement the plan.

2.2.6.   All jurisdictions should conduct bi-annual review and continuous refinement of existing plans and programs.

2.2.7.   The State's role is primarily to locate and coordinate the deployment of resources in support of the local incident commander. The may include deployment of state-owned or contracted resources, as well as identification of resources that are then arranged and contracted directly by the requesting agency.

2.3. Responsibilities

2.3.1.   Requesting Agency Responsibilities:

2.3.1.1.   Local units of government will utilize available resources within their jurisdiction first while maintaining minimum response capabilities to address other incidents that may occur.

2.3.1.2.   Request resources through the State Emergency Operations Center (SEOC), if elevated, or via the WEM Duty Officer (DO) or WEM region director, by direct verbal request from an authorized individual listed in Section II.

2.3.1.3.   Seek assistance in responding to an incident from WEM, regarding technical assistance, coordination, and management of resource mobilization and development of strategic and institutional relations with partners.

2.3.1.4.   Place resource requests to meet specific mission objectives.

2.3.1.5.   Manage the incident using National Incident Management System (NIMS).

2.3.1.6.   Receive deployed personnel and equipment and make work assignments, as needed.

2.3.1.7.   Submit written or verbal status reports to the SEOC/WEM.

2.3.1.8.   Following large-scale incidents, requesting agencies will participate in a facilitated after-incident debriefing and include WEM and other assisting agencies.

2.3.1.9.   Coordinate with the SEOC/WEM to request federal and state reimbursement, as appropriate (see Section IV).

2.3.2.   Assisting Agency Responsibilities:

2.3.2.1.   Pre-plan and inventory personnel and resources.

2.3.2.2.   Ensure that personnel are properly trained and equipped, and equipment is properly maintained and ready for deployment.

2.3.2.3.   Maintain procedures for proper mobilization, demobilization, and return of resources.

2.3.2.4.   Monitor incident status to insure deployment readiness.

2.3.2.5.   Maintain workers' compensation and liability insurance coverage for those selected for deployment to another jurisdiction.

2.3.2.6.   Brief the requesting agency about what to expect, including all potential contingencies and a "worst case" scenario.

2.3.2.7.   Maintain detailed logs of personnel and other costs for possible reimbursement and provide the information to the SEOC/WEM, if requested.

2.3.2.8.   Coordinate with the SEOC/WEM on all resource deployments and provide notification of mission changes to the SEOC/WEM for resource tracking.

2.3.3.   SEOC/WEM Responsibilities:

2.3.3.1.   Ensure the availability of the WEM DO and maintain adequately staffed and trained SEOC personnel in order to meet the operational needs of the incident.

2.3.3.2.   Maintain a resource list and standard operating procedures for resources deployable via WEM.

2.3.3.3.   Provide training to state, tribal, local, and private sector partners on the resource mobilization plan and procedures.

2.3.3.4.   Maintain a system for documenting resource requests, tracking resource deployments, and sharing information during an incident.

2.3.3.5.   Assist the requesting agency to locate resources. WEM maintains a state resource list that includes owner, contact information, location, NIMS Type/Kind, mobilization time, and a description of the resource. This list is updated on an on-going basis and is reviewed for completeness and accuracy after each drill, exercise, or real event.

2.3.3.6.   Coordinate resource requests with resource providers based upon the mission objectives provided by the requesting agency, and prioritize requests, if necessary.

2.3.3.7.   Maintain situational awareness and distribute regular situation reports on the status of deployed resources.

2.3.3.8.   Conduct a periodic gap analysis to identify and prioritize resource needs and shortfalls. This process will be completed using various methods, initiated by multiple programs.

(1) The Comprehensive Response Group will analyze resources capabilities and shortfalls through its nine established subgroups. (WEM Policy 1006.3, Section III.B and III.D.2).

(2) Resource needs will also be identified during after-action reviews of all drills, exercises, and real events. (WEM Policy 5008.0, Section C,3.b.4).

(3) Once resource shortfalls are identified, they are prioritized by life safety, incident stabilization, and protection of property needs.

3. Implementation

The process to implement the Mobilization Plan begins at the local level. The Mobilization Plan can be implemented, by an authorized individual, once it is determined that resources are needed beyond what are available locally or through existing mutual aid agreements. The process is described below and graphically represented in the Resource Mobilization Flow Chart on page 6.

3.1. Authority to Request State Assistance

3.1.1.   The authority to request state resource mobilization is vested in the:

3.1.1.1.   Local, County, or Tribal Emergency Manager or Designee

3.1.1.2.   County Sheriff

3.1.1.3.   County Executive

3.1.1.4.   Tribal Leader

3.1.1.5.   Local Chief Elected Official

3.1.1.6.   Incident Commander

3.1.2.   Only these positions, or an individual acting under a direct delegation of authority of these positions, have been vested with the authority to request state resource mobilization.

3.1.3. Requests for National Guard assistance are governed by §. 321.39, Wis. Stats., and follow the procedure specified in the WEM DO Manual.

3.1.4. Resource requests can be initiated by any of the above authorities through the WEM DO or SEOC during times of elevation. *The DO or SEOC will assist any political subdivision in implementing the Mobilization Plan at any time.*

3.2. Local Emergency Declarations

Local declarations of disaster or emergency may be in place, but are not required for deployment of resources. A small-scale or non-emergency incident may require specialized resources that are not available locally or through mutual aid and that the Mobilization Plan can be implemented for those necessary resources.

3.3. NIMS Incident Command System

All incidents by which requests for mobilization are requested and authorized must be managed and operated using the NIMS (National Incident Management System), of which the Incident Command System's (ICS) is the primary component.

3.4. All Hazard Local Incidents

3.4.1. The Agency Having Jurisdiction (AHJ) initially responds and utilizes available local resources following local protocols to manage the incident.

3.4.2. The AHJ will be involved and responsible for the management of the incident for the duration of the incident, unless preempted by state or federal jurisdictions, regardless of the incident type or complexity.

3.5. Mutual Aid Resources

3.5.1. For all incidents exceeding or anticipated to exceed incident management capabilities, additional incident resources should first be requested through local, tribal, or county mutual aid agreements.

3.5.2. Mutual Aid agreements or contracts with Wisconsin Emergency Management as a signatory will be reviewed annually and distributed for new signatures, if needed. Mutual Aid agreements and contracts with other state agencies will be maintained according to their policy for updating agreements.

3.6. Resource Mobilization Flowchart

Figure 3-1: Resource Mobilization Flowchart
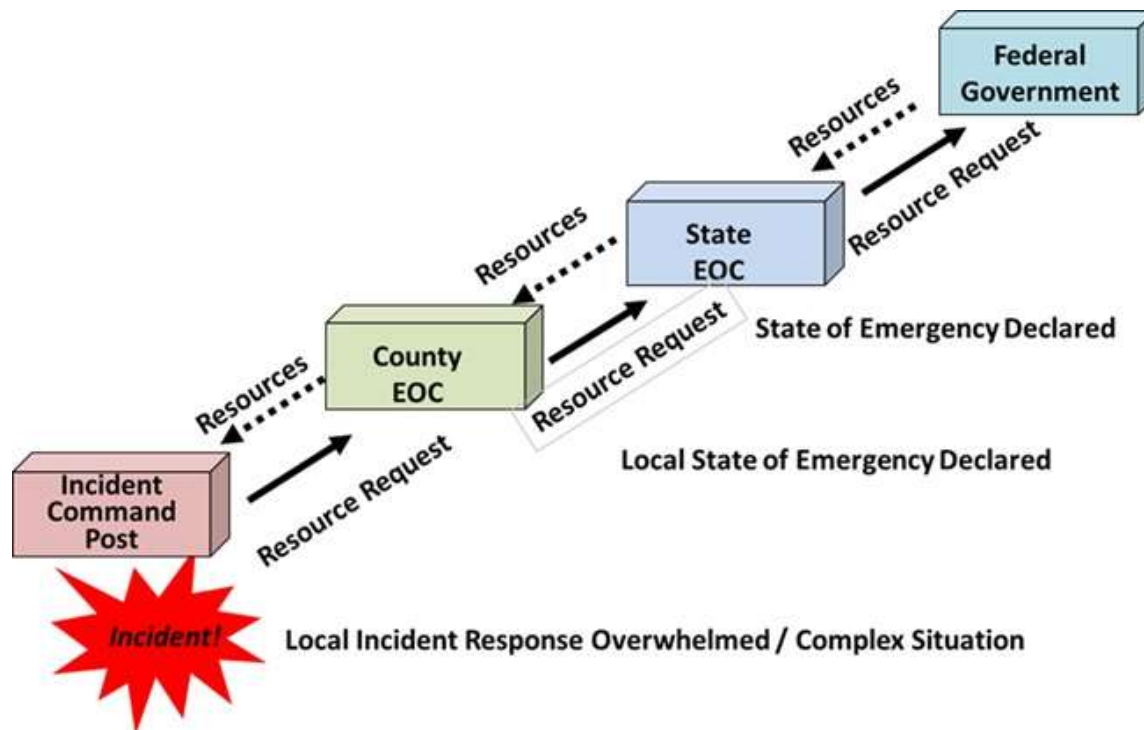
3.7. Local/ Tribal Requests for Assistance

3.7.1.   AHJ contacts County or Tribal Emergency Manager for Assistance

    3.7.1.1.   AHJ resources should be utilized first. When available AHJ resources are exhausted or are anticipated to be exhausted, the emergency manager, or designee, may request resources from the county or tribal emergency manager.

3.7.2.   County or Tribal Emergency Manager or Designee Requests Assistance through the SEOC/WEM.

    3.7.2.1.   Local units of government and tribes are responsible for communicating which resources are currently engaged in the incident and identifying what types of resources are being requested and their anticipated assignment.

    3.7.2.2.   SEOC/WEM confirms request and initiates Resource Management Plan activation, as appropriate.

3.7.3.   SEOC/WEM fills order

    3.7.3.1.   The SEOC may consist of a single staff person or be staffed to full capacity, dependent upon the scope of the incident.

3.7.3.2.   The SEOC staff or WEM DO will complete all steps and forms designated in the appropriate SOP or checklist and comply with all procurement rules and processes (WEM Policy 2002.2).

3.7.3.3.   Assisting agencies retain administrative control of their personnel and equipment when tasked to support the SEOC, other state agencies, or local and tribal jurisdictions.

3.7.3.4.   Assisting agencies are responsible for advising the SEOC of any need for backfill of mobilized resources. The SEOC/WEM will locate the most appropriate available resource(s) meeting the needs of the backfill request.

3.7.3.5.   Confirmation of the requested resources and related travel information will be relayed back through these channels to notify the requesting AHJ.

3.7.3.6.   Once resources are mobilized, the County or Tribal emergency manager should provide status reports to the SEOC/WEM as soon as practical.

3.7.4.   State Resources Expended

3.7.4.1.   In the event all available resources within the state have been depleted or mobilization of resources from an adjoining state allows for quicker response, orders will be placed through the appropriate WEM defined ordering process such as the Emergency Management Assistance Compact (EMAC) for state-to-state mobilization.

3.7.4.2.   In the event that federal resources are required, WEM will coordinate the request for federal resources through the Federal Emergency Management Agency (FEMA).

3.8. State Agency Requests for Assistance

3.8.1.   State agencies may request resources directly through the SEOC/WEM to support state operations or to respond to requests for assistance from the field. When requesting resources, state agencies should follow the steps and actions in the appropriate SEOC SOP.

3.9. Resource Reception Center (RRC)

When called upon, the SEOC/WEM will use IMT to establish and conduct RRC processes to receive, stage, prepare, and integrate response assets in support of an Area or Unified Incident Commander in the event of a regional disaster. Reverse RRC operations will be used to demobilize and return response personnel and their equipment back to their home station.

3.10. Demobilization

It is the responsibility of the incident commander to be fully aware of the extent and capacity of resources at his or her disposal. The demobilization process is as important as mobilization in

maintaining the incident commander's knowledge of resources available at any given time. The incident commander is responsible for ensuring that a demobilization plan is developed and preferably distributed 24-hours prior to the first anticipated release. The plan will involve personnel from all ICS functions in order to provide full resource accountability.

3.10.1. Effective demobilization requires that personnel sign out of service and depart from the incident scene in an organized and responsible manner. To facilitate an orderly and cost effective demobilization process, an accurate and complete compilation of records of time, supplies, and equipment expended in handling an emergency incident is essential.

3.10.2. All mobilized personnel will insure that their demobilization orders are validated by the Planning Section.

3.10.3. All supervisors will verify all personnel are accounted for, all equipment is properly accounted for, and all forms are properly completed and signed.

3.10.4. Demobilization will include check-in with the logistics and finance sections. This is the time to communicate and sign-off on all emergency repairs on equipment. The Finance Section Chief must approve of these prior to demobilization.

3.10.5. The Demobilization Unit Leader will inform the SEOC when resources are released, anticipated travel routes, and estimated times of return; the State will notify the assisting agency.

3.10.6. Demobilized resources will return directly to their home agency or other assignment.

3.10.7. All personnel will complete the required forms and reports of their assigned position.

3.11. Debriefing

Debriefing is used to assemble critical information and lessons learned for future reference and areas of improvement. Debriefing should consist of:

3.11.1. An assessment of hazardous materials encountered or involved, and a report of personnel exposure records.

3.11.2. An evaluation of personnel and confirmation status of any injuries or illness prior to release. This may include critical incident stress activities and follow-up personnel names and phone numbers for future critical incident stress debriefing.

3.11.3. A summary of activities of each section and strike team, task force, or other personnel and equipment, including topics for follow-up and positive reinforcement of their part in the incident.

3.11.3.1. Written performance evaluations establish a clear understanding of how well the incident was managed by personnel so that areas for improvements can be readily identified.

4. Mobilized Resources

4.1. Personnel

Mobilized personnel must be:

4.1.1.   Trained, qualified, and experienced in the positions for which they are mobilized.

4.1.2.   Self-sufficient for the operational period needed by the AHJ.

    4.1.2.1.   Fully equipped with required personal protective equipment (PPE), safety equipment, and other supplies needed to perform the requested task, unless those supplies are being provided by the AHJ.

4.1.3.   Physically conditioned and fit to perform the task assigned.

4.2. Apparatus/Vehicles/Equipment

4.2.1.   Equipment should be properly maintained in a state of readiness for deployment.

4.2.2.   Requesting agencies are responsible for proper use and maintenance of equipment in deployment status. Requesting agencies may be responsible for any repairs, cleaning, or replacement of parts or supplies necessary due to the deployment.

4.2.3.   Units found to be unreliable or unsafe may be decommissioned by the incident commander at any time. Decommissioned units are not eligible for any payments until returned to service by the incident commander.

4.3. Incident Management Teams

4.3.1.   The State maintains four Type III Incident Management Teams (IMT) that can provide assistance to support local incident commanders.

    4.3.1.1.   The teams consist of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement, and public health) trained to perform the functions of the Command and General Staff in the Incident Command System.

    4.3.1.2.   These functions include Command, Operations, Planning, Logistics, and Administration/Finance, as well as Safety, Public Information, and Liaison.

    4.3.1.3.   Members of the initial responding departments often fill these functions; however, the size, complexity, or duration of an incident may indicate the need for an IMT to support them.

4.3.2.   IMTs do not replace local emergency managers and incident commanders, but they assist under a Delegation of Authority Agreement.

4.3.2.1.   The purpose of the Delegation of Authority is for the IMT to manage the incident using objectives provided by the AHJ (i.e., legal command and incident decision authority).

4.3.2.2.   Control and management of the incident will be in accordance with prescribed instructions and limitations the AHJ establishes.

4.4. Private Sector Resources

4.4.1.   Local jurisdictions may contract with private sector entities and, under the terms and conditions of that agreement, make use of a resource within that jurisdiction. These private contract resources are then mobilized as a local jurisdiction resource.

4.4.2.   Under certain conditions, the SEOC may order or contract for commercially available resources as needed by local authority to alleviate threats to life, property, and the environment.

4.4.3.   The SEOC maintains a list of vendors and contact information for some commodities that may be required in a disaster. This information can be requested by county, local, and tribal units of government. The appearance of a vendor on said list in no way constitutes an endorsement of that vendor.

4.4.4.   Many state contracts contain cooperative purchasing agreements that allow use of the contract by local jurisdictions for procurement. The SEOC/WEM will work with the local jurisdiction to identify and facilitate the use of these contracts upon request.

4.5. Emergency Management Assistance Compact (EMAC)

WEM Senior Management and the Logistics Section staff have completed EMAC A-Team training and are assigned as Authorized Representatives or Designated Contacts.

4.5.1.   When requests for resources come in via an EMAC broadcast, it is determined whether Wisconsin has the resource available and the appropriate state agency(ies) are contacted.

4.5.2.   Wisconsin has developed Mission Ready Packages (MRPs) to more easily respond to requests for resources that are likely to be available for deployment.

5. Reimbursement

There is generally no cost for requesting state-owned resources for emergency purposes; the cost of the deployment is borne by the state agency providing the resource. Under certain circumstances there may be a cost associated with deploying a resource. In these cases the SEOC/WEM will inform the requestor that there may be a cost.

5.1. Expectations for Reimbursement

5.1.1. Requesting agencies may be eligible for reimbursement of certain costs, but only under the following circumstances:

    5.1.1.1. If the State obtains a federal disaster declaration, certain costs may be eligible for reimbursement under federal disaster assistance funding. Reimbursement will be limited to that allowed under the FEMA Public Assistance Program and Policy Guide, and requires a cost-share.

    5.1.1.2. If there is no federal disaster declaration, depending on the expense and type of event, the local unit of government might be eligible for reimbursement, with a cost-share, through the Wisconsin Disaster Fund (WDF).

5.1.2. Equipment costs are reimbursed at the established local rate, the WI DOT established rates, Wisconsin National Guard rates, and the FEMA Equipment Rate Schedule for both federal declaration and WDF reimbursements.

5.1.3. In the absence of the above, the reimbursement relationship is between the ordering AHJ and the sending agencies/organizations. Equipment rental sourced from units of government or the private sector shall be the responsibility of the AHJ.

5.2. Process for Seeking Reimbursement

5.2.1. The processes for seeking reimbursement are outlined in the following documents:

    5.2.1.1. Federal assistance – Public Assistance Administrative Plan

    5.2.1.2. Wisconsin Disaster Fund – Wisconsin Disaster Fund Administrative Plan

    5.2.1.3. Damage Assessment Guide

5.2.2. The WEM Recovery section can provide technical support and guidance to agencies seeking reimbursement from these programs.

5.3. Private Sector Resources

The reimbursement rate for equipment supplied by the private sector vendors will be the equipment rental rates established in local, tribal, and state procurement contracts. The SEOC/WEM will follow all applicable state rules and guidelines in the procurement of goods and services during an emergency, and will consult with the Department of Administration, as appropriate.

5.4. National Guard Resources

The reimbursement rate for equipment and personnel supplied by the Wisconsin National Guard is published by the Assistant Secretary of the Army for Financial Management & Comptroller (ASA FM&C). Wisconsin National Guard assets can either be requested in a state-

declared emergency or by coordination through WEM. Reimbursement will be worked through DMA State Budget and Finance.

6. Supporting Documents

6.1. Agency-Specific Plans and Procedures

6.1.1.   Damage Assessment Guide

6.1.2.   EMAC Procedure

6.1.3.   Public Assistance Administrative Plan

6.1.4.   Phased Synchronization Matrix

6.1.5.   SEOC Operations Manual

6.1.6.   URSOI Procedure

6.1.7.   WICAMS Credentialing Policy

6.1.8.   Wisconsin Disaster Fund Administrative Plan

6.1.9.   Wisconsin Emergency Response Plan, Emergency Support Function (ESF) 7

6.1.10. WI IMT Policy/Plan

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Attachment 3

Resource Mobilization Plan

Appendices

7. Appendix A. Definitions

The following are definitions of terms used in the Wisconsin State Emergency Resource Mobilization Plan.

Agency Having Jurisdiction (AHJ)

The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

Agency Representative

An individual assigned to an incident from an assisting or cooperating agency that has been delegated authority to make decisions on matters affecting that agency's participation at the incident. In ICS, Agency Representatives report to the Incident Liaison Officer.

Allocated Resources

Resources dispatched to an incident.

Appropriate Response

The planned strategy for action (in terms of the type, amount, and timing of resources) on an incident which most efficiently meets incident management objectives under current and expected conditions. The response may range from a strategy of prompt control to one of containment or confinement.

Assembly Point

A designated meeting location for mobilized resources.

Assisting Agency

An agency directly contributing tactical or service resources to another agency.

Available Resources

Resources available to respond to incidents beyond their local mutual aid area for a specified extended duration of time.

Incident

An occurrence either human-caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

Incident Commander

The individual, by delegation of authority, responsible for the management of all incident operations at the incident site.

Incident Command System (ICS)

A standardized on-scene emergency management concept specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

Incident Management Team (IMT)

An organization of overhead personnel operating within the Incident Command System with responsibility for the management of resources to effectively accomplish objectives determined for an incident, under the direction of the Incident Command.

Mission Ready Packages (MRP)

MRPs describe specific response and recovery resource capabilities that are organized, developed, typed, trained, and exercised prior to an emergency or disaster.

Mobilization

The process and procedures used by all organizations (federal, state, tribal, and local) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident. Normally beyond local and pre-agreed upon automatic aid and/or mutual aid.

Mobilization Center

An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release, or reassignment.

Multi-Agency Coordination (MAC) Group

Representatives of involved agencies and/or jurisdictions who come together to make strategic decisions regarding the prioritizing of incidents, and the allocation of resources. When activated, the MAC Group has the responsibility for coordination of assisting agencies in support of a multi-agency or multi-jurisdictional environment.

Multi-Agency Incident

An incident where one or more agencies assist a jurisdictional agency or agencies.

Multi-Jurisdictional Incident

An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation.

Mutual Aid Agreement

Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Mutual Aid Box Alarm System (MABAS)

The Mutual Aid Box Alarm System (known as MABAS) is a mutual aid measure that may be used for deploying fire, rescue, and emergency medical services personnel in a multi-jurisdictional

and/or multi-agency response. MABAS agencies agree to: standards of operation, incident command, minimum level of equipment staffing, safety, and on-scene terminology. MABAS agencies, regardless of geopolitical origin, are able to work together seamlessly on any emergency scene. All MABAS agencies operate on a common radio frequency, Interagency Fire Emergency Radio Network (IFERN) and are activated for response through pre-designed run cards each participating agency designs and tailors to meet their local risk need. MABAS also provides mutual aid station coverage to a stricken community when their fire/EMS resources are committed to an incident for an extended period.

National Incident Management System (NIMS)

Developed by the U.S. Department of Homeland Security Secretary, NIMS establishes standardized incident management processes, protocols, and procedures that all responders - federal, state, tribal, and local - use to coordinate and conduct response actions.

Operational Period

A defined time period (e.g. 0600 to 0600 hours) in which a specific set of objectives are established for managing incident activities and for which specific resources and personnel are assigned to those activities, as determined by the incident commander.

Resource Kind

A classification of resources in the incident command system which refers to function (e.g. hand crew, helicopter, engine, and dozer).

Resource Reception Center (RRC)

When called upon, Wisconsin Emergency Management will use Incident Management Teams to establish and conduct resource reception center processes to receive, stage, prepare, and integrate response assets in support of an Area or Unified Incident Commander in the event of a regional disaster, and conduct demobilization operations to return response personnel and their equipment back to their home station.

Resource Request Number

A unique number assigned by the SEOC Logistics Section for tracking resources during an incident.

Resource Type

Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource.

Resources

Personnel and major items of equipment available, or potentially available, to be assigned to incidents. Resources are described in the incident command system by kind and type.

Single Resource

An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

Staging Area

Locations set up at an incident where resources can be placed while awaiting a tactical assignment.

State Emergency Operations Center (SEOC)

A facility operated by the Wisconsin Emergency Management to coordinate the overall response of state government agencies and assets in support of an incident.

Strike Team

Specified combinations of the same kind and type of resources, with common communications and a leader. For example, a Type 1 Engine Strike Team generally consists of 5, Type 1 Engines (meeting the minimum equipment and manning standards) under the control of a Strike Team Leader.

Task Force

A combination of single resources assembled for a particular tactical need, with common communications and a leader.

Wisconsin Emergency Response Plan (WERP)

The state level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies.

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Health and Medical Services
ESF 8

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Table of Contents

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Health Services (WI DHS)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Natural Resources (DNR) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Wisconsin State Laboratory of Hygiene (WSLH)
Non-Governmental Support Organizations	American Red Cross Medical Reserve Corps (MRC)
Federal ESF Coordinating Agencies	Center for Disease Control & Prevention (CDC) Environmental Protection Agency (EPA) U.S. Department of Health & Human Services (HHS)

1. Introduction

1.1. Purpose

To provide for coordinated state public health and medical assistance to local, county, and tribal governments (including veterinary and animal health issues as they affect public health) during a potential or developing public health disaster or any emergency with a public health component.

1.2. Scope

1.2.1. ESF 8 describes how state agencies respond to public health aspects of emergencies including:

    1.2.1.1 Incidents with the potential to result in adverse public health consequences.

        (1) Natural disasters

        (2) Accidents (radiological or chemical)

        (3) Terrorism or intentional acts of violence

    1.2.1.2 Disease outbreaks

    1.2.1.3 Exposures to unknown substances directly linked to implicit or explicit threats

1.2.2. This plan describes the coordination of state support with local, county, and tribal governments in the provision of:

    1.2.2.1 Communication

    1.2.2.2 Material assistance

    1.2.2.3 Technical assistance and guidance

        (1) Surveillance

  (A) Epidemiological investigation and laboratory services

  (B) Public health laboratory testing

 (2) Public health measures

  (A) Quarantine and home care measures

  (B) Mass prophylaxis and treatment

   (i) Strategic National Stockpile (SNS)

  (C) Medical supplies management and distribution

  (D) Medical support to mass care

   (i) Wisconsin Healthcare Emergency Preparedness Program - WHEPP Stockpile includes primarily Personal Protective Equipment (PPE) Ventilators, etc.

   (ii) Generate lists of appropriate, credentialed volunteer healthcare providers from relevant registries, as needed

 (3) Medical systems

  (A) Isolation and quarantine/environmental health/vector control

  (B) Triage and hospital pre-treatment

   (i) Specific patient resources or severity level as identified by first responders

  (C) References specifics outlined by triage designations

   (i) START – stands for Simple, Triage and Rapid Treatment or Transport

   (ii) SALT – stands for Sort, Assess, Lifesaving Interventions, and Treatment and/or Transport

  (D) Medical surge

 (4) Mass fatality management

 (5) Evaluating the human health implications of hazardous substances or conditions

1.3. Policies

1.3.1. WI DHS has the authority to plan for and respond to disasters involving health and medical services under:

  1.3.1.1 Emergency Management, Chapter 323 of the Wisconsin Statutes

  1.3.1.2 Emergency Volunteer Health Care Practitioners, Chapter 257 of the Wisconsin Statutes

1.3.1.3   Health Administration and Supervision, Chapter 250 of the Wisconsin Statutes

1.3.1.4   Public Health Emergency Plan

1.3.1.5   Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121 *et seq.*)

1.3.1.6   Health Insurance Portability and Accountability Act (42 U.S.C. § 1320d-2 *et seq.*)

1.3.2. Deaths will be investigated and processed under the requirements listed in Chapters 59, 69, and 979 of the Wisconsin Statutes.

1.3.3. For health and medical-related emergencies, WI DHS coordinates directly with local, tribal, other state agencies, and federal responders and provides for implementation of state response plans, as appropriate.

2. Concept of Operations

2.1. General

2.1.1. The WI DHS/Division of Public Health (DPH) staffs ESF 8 during an elevation of the state emergency operations center (SEOC) to Level 3 or higher and coordinates the resources of WI DHS and other appropriate state and private organization resources with the SEOC.

2.1.1.1   During a level 4 (Enhanced Monitoring Operations) elevation of the SEOC, WI DHS/Division of Public Health (DPH) may virtually coordinate resources and staff the SEOC, if needed.

2.1.2. Local, county, and tribal public health authorities retain operational authority of ESF 8-related response in coordination with the local, county, and tribal emergency plan and the emergency operations center/incident command system.

2.1.2.1   DPH will assist local, county, and tribal public health authorities when requested.

2.1.2.2   DPH will coordinate ESF 8-related response during statewide events.

2.1.3. ESF 8 promotes the use of trained volunteers through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) and the local Medical Reserve Corps (MRC) units.

2.2. Notification of an Incident to WI DHS

2.2.1. Depending on the scope of the disaster, initial notification to WI DHS will typically come from:

2.2.1.1   Local public health departments (LPHD)

2.2.1.2   Tribal health centers

2.2.1.3   911 dispatch centers

2.2.1.4   Health care providers

2.2.1.5   State or county emergency management

2.2.1.6   Media

2.2.1.7   State or regional agencies

2.2.1.8   Laboratories

2.2.1.9   CDC

2.2.1.10   Federal and border (or other) state health departments

2.2.2. The incoming call is routed to the staff person or the 24-hour on-call staff which covers the appropriate major area and then communicated to appropriate health and hospital partners:

2.2.2.1   Natural disaster or chemical spill

2.2.2.2   Communicable disease

2.2.2.3   Nuclear/radiological incident

2.2.2.4   Human services

2.3. Alerting

2.3.1. Fast breaking incident

In the event WI DHS is alerted in advance of an incident or is one of the first agencies to be notified:

2.3.1.1   WI DHS may utilize the Public Health Alerting System and other communications systems to alert:

(1) LPHD and tribal health centers

(2) Wisconsin State Laboratory of Hygiene

(3) Hospital emergency departments

(4) WEM

2.3.1.2   Based on WI DHS and WEM consultations with LPHD and county emergency management:

(1) WI DHS

(A) May advise the activation of local public health emergency plans (PHEP), hospital, or emergency management plans that may initiate the activation of appropriate emergency operating centers (EOCs)

(B) May activate the state PHEP

(C) May notify the CDC

(D) May notify the FEMA Region V Assistant Secretary for Preparedness and Response (ASPR) Regional Emergency Coordinator.

(2) WEM

(A) May elevate the SEOC to Level 4 or higher

(B) Can activate the Department of Justice TIME (Transaction Information for Management of Enforcement) system, which is linked to all dispatch centers in the state

(C) May alert the FEMA Region V Watch Office or Regional Response Coordination Center (RRCC)

2.3.2.   Slow developing incident

In a slow developing incident where the precipitating incident is unknown until the appearance of syndromes or disease cases, the LPHD(s), along with the hospital(s) and clinic(s) and the WI DHS will monitor the situation largely though the Wisconsin Electronic Disease Surveillance System (WEDSS). The alerting process for fast breaking incidents can be applied in whole or in part for a slower developing biological incident.

2.3.2.1   Once health care facilities or laboratories identify any of the CDC Category A, B, or C diseases, indicative of a biological agent or outbreak of other infectious diseases, they will notify WI DHS, LPHDs, and health care facilities immediately according to the protocols outlined in Section 2.4: Active Surveillance.

2.3.2.2   The DPH, in collaboration with the LPHD, labs, hospitals, and clinics, confirm their findings.

2.3.2.3   The state may notify and consult with CDC.

2.3.2.4   The state and LPHDs consult with WEM on the need to elevate the SEOC and provide recommendations to activate local EOCs.

2.3.2.5   After state and local EOCs open,, state and local response agencies and hospitals are notified via alert systems by WI DHS.

2.3.2.6   The SEOC informs the FEMA Region V Watch Office or RRCC of incidents taking place in Wisconsin.

2.4. Active Surveillance

2.4.1.   WI DHS Division of Public Health, Bureau of Communicable Disease (BCD) routinely conducts a variety of active surveillance activities including:

2.4.1.1   Analyze and monitor syndromic surveillance data as well as laboratory and case reports for possible outbreaks or epidemics, and provide timely reports back to the local health departments and the health care provider community.

2.4.1.2   Consult with federal and other state agencies in order to coordinate disease investigations with regional or federal investigations.

2.4.1.3   Provide to clinicians (human and animal) and health departments:

(1) Current statewide epidemiological information on any disease outbreak

(2) Case definitions and supplemental documentation

(3) Consultation

(4) Coordination of surveillance activities if multiple local jurisdictions or state agencies are involved

2.4.1.4   Make appropriate staff available through the DPH regional offices to assist LPHDs as needed in emergency situations.

2.5. Environmental Monitoring and Sampling

2.5.1.   Environmental health teams evaluate environmental health risks and provide technical guidance for protecting the public, to include the need for conducting environmental monitoring and the collection of environmental samples.

2.5.1.1   Teams include specialists from DPH, DNR, DATCP, and WSLH.

2.5.1.2   When appropriate, members consult with first responders, hazmat units of local fire departments, and work with LPHD and tribal health centers to evaluate the situation.

2.5.1.3   Together these agencies assess the need for control measures and identify environmental health risks during and after the incident.

2.5.2.   If environmental assessment exceeds the capability or capacity of state resources, the WI DHS or other appropriate agency(s) request assistance from the following agencies for support in conducting environmental investigations, determining the need for mitigation and management, and recommending the appropriateness of reentry:

2.5.2.1   WING

2.5.2.2   EPA

2.5.2.3   Agency for Toxic Substances and Disease Registry (ATSDR)

2.5.2.4   Occupational Safety and Health Administration (OSHA)

2.5.3.   In the event of suspected terrorism:

2.5.3.1   The Federal Bureau of Investigation (FBI), DATCP, DPH, DNR, 54th CST, 54th WI CERFP or local hazmat unit may collect environmental samples.

2.5.3.2   The FBI may request assistance from state or federal staff with expertise in specific biohazards or chemicals.

2.5.3.3   As appropriate, sample collection and packing will be discussed with the WSLH or other laboratories.

2.5.3.4   Collection, packaging, and transportation of environmental specimens are conducted in accordance with existing procedures that ensure safety and chain of custody, as well as integrity of the samples.

2.5.4.   Samples are forwarded for analytical or confirmatory work to the closest regional laboratory certified to perform the necessary testing.

2.5.4.1   Samples may be sent to WSLH, DATCP Bureau of Laboratory Services (BLS), crime labs, Wisconsin Veterinary Diagnostic Laboratory, the CDC, or other federal laboratory.

2.5.4.2   State labs coordinate and communicate with one another to determine which lab should receive the sample.

2.5.4.3   Capacity of local and regional laboratories to evaluate both clinical and environmental specimens is surveyed annually.

2.6. Response Procedures

WI DHS response systems are prescribed in the supporting plans identified in Agency-Specific Supporting Plans and Procedures. The task of ESF 8 personnel during a mobilization will be to activate those plans, coordinate response actions with those of the supporting agencies, secure outside support and resources as necessary, and provide ongoing situational awareness to the SEOC.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 8 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

3.1. Lead Coordinating Agency – Wisconsin Department of Health Services

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
	Agency as a whole

Agency	Functions
Department of Health Services	• Coordinate with incident command, local EOCs that are activated, the SEOC, and ESF 15 personnel to issue public information regarding health-related alerts and protective actions.

	Surveillance
	• Epidemiological investigation and laboratory services
	• Public health laboratory testing
	  ○ Access event-specific information on specimen collecting, packing, transport, and testing specific from the WSLH.
	  ○ Notify WSLH of the event and related response planning activities (e.g., teleconferences, videoconferences).
	  ○ Provide guidance to local public health and the WSLH on criteria for patient and specimen selection.
	  ○ Disseminate reports to local public health; disseminate CDC results to WSLH and LPHDs.
	  ○ Inform WSLH when event has concluded or passed the acute stage.
	• Participate in laboratory response debriefing.

	Public Health
	• Quarantine and home care measures
	  ○ Provide guidelines for health care and public health personnel.
	  ○ Assist LPHDs in clinical assessment of cases and need for isolation.
	  ○ Provide current epidemiological information on the disease outbreak so LPHDs can accurately determine quarantine needs.
	  ○ Provide consultation and coordinate activities if multiple local jurisdictions or state agencies are involved.
	• Mass prophylaxis and treatment
	  ○ Establish medical order to provide treatment or prophylaxis.
	  ○ Establish procedures for receipt, inventory control, and distribution of Strategic National Stockpile (SNS) materials.
	  ○ Request additional supplies for mass clinics.
	  ○ Provide technical support and assistance to LPHDs operating mass clinics.
	  ○ Provide LPHDs with communication templates and public information staff, as necessary.
	• Medical supplies management and distribution
	  ○ Maintain a primary and secondary Receipt, Storage, and Staging (RSS) warehouse space.
	  ○ Staff and operate a RSS warehouse.
	  ○ Coordinate, track, and maintain medical material inventory and recommend additional material.
	  ○ Transport SNS assets to mass clinics ~~LPHDs~~ and treatment facilities in accordance with LPHD plans.
	  ○ Coordinate public health public information activities related to the SNS.

	Medical Systems
	• Isolation and quarantine, environmental health, and vector control
	• Triage and hospital pre-treatment
	  ○ Monitor numbers and case statewide using the Wisconsin Electronic Disease Surveillance System.
	  ○ Provide to clinicians and health departments:

Agency	Functions
	▪ Statewide current epidemiological information on any infectious disease outbreak or incident ▪ Case definitions and supplemental documentation ▪ Consultation ▪ Coordination of activities if multiple local jurisdictions or state agencies are involved ○ Report to federal and to other state agencies, as necessary. ○ Provide assistance and support to LPHDs in public health emergencies where local transportation resources are not sufficient to meet identified needs. ○ Work with state agencies, including WEM, to identify a resource list of such services that may be used in support of local public health emergencies.
	Mass Fatality Management • Provide assistance to funeral directors and local vital records registrars through the DPH Office of Health Informatics, Vital Records, if requested. • Provide information on best practices for safe handling of confirmed or suspected contaminated human remains and personal effects (specific to the type of contamination). • Provide information on how to detect the possibility of a bioterrorism or other infectious disease outbreak. • In a mass fatality event so large that decomposition of human remains becomes a public health risk, advise if the Communicable Disease Chief Medical Officer has determined that the Wisconsin Public Health Emergency Plan statutory 48-hour waiting period for cremation can be waived to prevent the spread of communicable disease or other biohazard under provisions of Wis. Statute § 979.10. • Request federal resources from the U.S. Department of Health and Human Services and the U.S. Department of Homeland Security. Requests should be coordinated through the Assistant Secretary for Preparedness and Response' Regional Emergency Coordinators in Chicago IL.
	Wisconsin Emergency Assistance Volunteer Registry (WEAVR) • Administer, maintain, and promote the database of health care and behavioral health professionals. • Deploy volunteers, in coordination with ESF 7, as needed in support of ESF 8 activities.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	• Provide food safety experts to monitor and assure safe food sources. Collect and analyze samples, establish holds and embargoes, and recall agricultural products. • Provide surveillance for disease in livestock and zoonotic (i.e., communicable between animals and humans) diseases in household pets, livestock, and wild animals. • Provide veterinary expertise as appropriate to local communities.

Agency	Functions
	• Quarantine and order destruction of animals affected with, or exposed to, communicable disease, as appropriate. • Address agricultural chemical spills by collecting and testing samples. • Assist with coordinating household pet and livestock staging areas (e.g., transportation, identification, triage, veterinary care, animal sheltering). • Work with DNR on animal carcass disposal and waste management issues (e.g., animals, animal waste, agriculture chemicals). • Assist with coordinating the deployment of federal and state resources (e.g., Veterinary Medical Assistance Teams, Wisconsin Animal Response Corps) to care for and treat animals. • Assist DNR with evaluating environmental impact. • Work with the WI DHS to ensure a safe food and water supply. Inspect, sample, test, and evaluate local food and water sources to ensure product safety or proper disposal. • Obtain and verify information regarding the impact of the disaster on the health of animals and provide needed services to the community. • Provide food safety, agriculture resource management, and animal health advice. Assist with providing animal care to farmers and household pet owners. • Assist with monitoring the long-term effects of an agriculture emergency on the environment.
Department of Natural Resources	• Provide technical advice and assistance regarding environmental issues at the request of local government and state agencies or if there is an immediate threat to safety (e.g., issues arising from natural disasters, chemical, or biologic threats). • Provide personnel and specialized equipment (e.g., air monitoring, water quality monitoring, water sampling kits; heavy equipment for firefighting, pumps, engineers, and hydrologists). • Provide an after-hours Duty Officer (DO) system and share a 24-hour emergency hotline number with WEM. • Work with public agency and private response personnel to address any environmental threats. • Provide technical information and assistance on domestic and wild animal health issues. • Provide technical assistance with obtaining the appropriate permits needed to remove and dispose of disaster debris (e.g., animal carcasses). • Assist with monitoring the long-term effects of a disaster on the environment.
Department of Military Affairs/Wisconsin Emergency Management	• Coordinate with state and local agencies to identify and implement appropriate protective actions. • Through ESF 15, coordinate with WI DHS to issue public information regarding health-related alerts and protective actions. • Coordinate with federal and private (e.g., forensic dentists, Wisconsin Funeral Directors' Association, State Coroners Association) organizations to support local health, medical, and mortuary needs. • Provide an after-hours DO system and share a 24-hour emergency hotline number with DNR.

Agency	Functions

Department of Military Affairs/Wisconsin National Guard	• Support SNS response activities, as requested.
	• Civil Support Team (CST)
	  ○ Operates under control of the Governor
	  ○ Certified as operational by the SECDEF
	  ○ Operate only in Continental United States and its territories
	  ○ Personnel are full-time, Title 32 AGR Guardsmen
	  ○ All personnel are certified as a Hazardous Materials Technician
	  ○ 80% commercial off-the-shelf equipment
	  ○ Interoperable with first responders
	  ○ Identify:
	    ▪ Detection/Identification of BWAs
	    ▪ Detection/Identification of nucleic acid biomarkers
	    ▪ Detection/identification of unknown chemicals/CWAs/TICs/TIMs
	    ▪ Biological analysis/white powder analysis
	    ▪ Radiological data analysis and interpretation
	    ▪ Basic wet chemistry capability
	    ▪ Reach back to state and federal laboratories
	    ▪ Secure and nonsecure interface to the Unified Command suite for the transmission of digital sample information
	    ▪ Environmental confirmation of sample
	  ○ Determine Contaminate Area
	    ▪ Conduct initial assessment of the affected area
	    ▪ Locates source of CBRN or other hazards
	    ▪ Develop plume model
	    ▪ Collects CBRN samples for confirmatory analysis
	    ▪ Provides continual monitoring through the use of detection equipment
	  ○ 54th CST provides expert advice to public health and EMS health providers for incidents involving chemical, biological, and radiological hazards.
	  ○ 54th CST can provide BioWatch phase I-II and other environmental sampling.
	• CBRN Enhanced Response Force Package (CERFP)
	  ○ Designed to operate at the local, state, regional, and national level
	  ○ 80% commercial off-the-shelf (COTS) equipment
	  ○ HAZMAT Awareness and Operations level certified
	  ○ All members trained in ICS 100b, 200b, 700a and 800b
	  ○ Communications - reach back and incident area interoperable systems
	  ○ Each component (capability) can be deployed on an individual basis or as needed basis
	  ○ Command Cell
	    ▪ Conduct planning and coordination
	    ▪ Develop Incident Action Plans (IAP)
	    ▪ Oversee IAP execution
	    ▪ Conduct sustainment operations
	    ▪ Conduct deployment operations
	    ▪ Conduct redeployment operations
	    ▪ Manages the lifesaving capabilities of the CERFP
	    ▪ Interfaces with both the IC and the military chain of command
	    ▪ Provides operational tracking of casualties, personnel, equipment, and mission accomplishment

Agency	Functions
	o Search and Extraction ▪ Conduct search operations ▪ Conduct rope rescue operations ▪ Conduct lifting/loading operations ▪ Conduct confined space operations ▪ Conduct S&E tasks below IDLH levels in NFPA Class 2 PPE with PAPR o Decontamination ▪ Establish DECON site ▪ Conduct ambulatory/non-ambulatory clothing removal, decontamination, monitoring, and redress operations ▪ Establish equipment and personnel property decontamination stations ▪ Establish and maintain a hazardous waste site ▪ Conduct technical decontamination ▪ Ability to conduct deliberate DECON with a through-put of 75 non-ambulatory and 225 ambulatory per hour as an operational goal dependent on number of injuries and hazard of the incident site ▪ Under the C2 of the CBRN-TF or CERFP commander, the DECON Element will establish the mass casualty decontamination corridors and identify the Hot, Warm, and Cold Zones ▪ The DECON trailer has a through-put of 234 ambulatory per hour with a 2-minute wash and 2-minute rinse cycle o Medical ▪ Perform mass casualty triage ▪ Provide lifesaving medical stabilization ▪ Coordinate transportation to higher levels of care o Fatality Search and Recovery Team ▪ Collect, catalog, and hold human remains until appropriate medical examiner /coroner takes custody ▪ Management of contaminated remains waste ▪ Conduct search and recovery operations for human remains in a contaminated area • Coordinates the removal of contaminated remains only within the CERFP area of operations
Wisconsin State Laboratory of Hygiene	• Maintain a plan for collaborative emergency response with: o LPDH laboratories o Wisconsin Veterinary Diagnostic Laboratory o Department of Agriculture, Trade & Consumer Protection Bureau of Laboratory Services o State Crime Laboratory • Perform testing of emergency-related specimens; in cases where the WSLH does not have the required testing capability, locate laboratories with the testing capability and facilitate specimen transport and testing at those laboratories. • Provide ongoing information and guidance to sentinel laboratories regarding their roles and responsibilities, specimen collection, testing and transport, and laboratory safety.

Agency	Functions
	• Provide written instructions on specimen collection and proper packing and transport of specimens for testing to state and local public health agencies and other response partners. • Coordinate the use of statewide repositories and alternative courier systems and the utilization of local public health laboratory field representatives; maintain the inventories of repositories. • Provide telephone, written results, or both including Wisconsin Clinical Laboratory Network (WCLN) and CDC results, to state and local public health agencies and specimen submitters; provide written results, including WCLN and CDC results, to local public health agencies, in addition to submitters, for terrorism related specimens. • Conduct a laboratory response debriefing to evaluate the laboratory response and identify improvements within one month after the emergency has passed.
Wisconsin Department of Transportation: Wisconsin State Patrol	▪ Support SNS response activities, as requested. ▪ Specimen transport from hospitals to WSLH.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	• Provide emergency first aid, supportive counseling, and health care for minor illnesses and injuries to incident survivors in mass care shelters and other sites. • Assist community health personnel as available. • Provide supportive counseling. • Provide available personnel to assist in temporary infirmaries, immunization clinics, hospitals, and nursing homes. • Acquaint families with available health resources and services and make appropriate referrals. • At the request of WI DHS, provide blood products and services as needed through regional blood centers. • Support reunification efforts through the Safe and Well program.
Medical Reserve Corps (MRC)	• Provide volunteers to support ESF 8 activities.

4. Supporting Documents

4.1. Agency-Specific Plans and Procedures

4.1.1. Public Health Emergency Plan

    4.1.1.1   Describes systems for response to:

        (1) Bioterrorism, other infectious disease outbreaks and other public health threats and emergencies (BOIDOOPHTE)

        (2) Chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents

4.1.1.2   Identifies the necessary structure to allow the participants to call upon outside resources

4.1.1.3   Provides for the protection of health care providers, emergency responders, and residents in the incidence of a natural or unnatural outbreak of an infectious disease

4.1.1.4   Provides authority and powers for local public health departments to request interstate mutual aid through Wis. Stat. § 66.0312

4.1.2.   Wisconsin Pandemic Influenza Operational Plan

4.1.2.1   Ensures public health continuity of operations during each phase of a pandemic

4.1.2.2   Ensures surveillance and laboratory capability during each phase of a pandemic

4.1.2.3   Implements community mitigation interventions

4.1.2.4   Acquires and distributes medical countermeasures

4.1.2.5   Ensures mass vaccination capability during each phase of a pandemic

4.1.2.6   Ensures communication capability during each phase of a pandemic

4.1.3.   Wisconsin Mass Fatality Management Plan

4.1.3.1   Provides for the capability to effectively perform scene documentation, including:

    (1)   Transportation, storage, documentation, and recovery of forensic and physical evidence

    (2)   The complete collection and recovery of the dead, victims' personal effects, and items of evidence

    (3)   Determination of the nature and extent of injury

    (4)   Identification of the fatalities using scientific means

    (5)   Certification of the cause and manner of death

4.1.3.2   Addresses decontamination of remains and personal effects (if required)

4.1.3.3   Provides for the development and maintenance of collaborative agreements state-wide to provide these services in mass casualty incidents

4.1.4.   Strategic National Stockpile Plan (SNS)

Provides for the redistribution of federal assets of the SNS to LPHDs, tribal health centers, and medical treatment facilities in response to bioterrorism or other public health emergencies.

4.2. National Response Framework ESF 8

Table 4-1: Record of Change

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Search and Rescue
ESF 9

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Natural Resources (DNR) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Wisconsin Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Department of Administration (DOA)/Capitol Police Wisconsin Task Force 1 (WI-TF 1) Wisconsin Wing Civil Air Patrol (WI Wing CAP)
Non-Governmental Support Organizations	K9 Search and Rescue (K9 SAR) Teams Wisconsin Trail Ambassadors
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA) Air Force Rescue Coordination Center (AFRCC) US Coast Guard (USCG)

1. Introduction

1.1 Purpose

1.1.1 This ESF provides insight and guidance for state agencies in the deployment and employment of state, tribal, federal, and private agency resources for search and rescue (SAR) and urban search and rescue (US&R) incidents.

1.2 Scope

1.2.1 ESF 9 covers several types of search and rescue. Depending upon which category of SAR is required, the organizational structure of the response may change (see section 2.2.4 for additional details). The types of Search and Rescue utilized in the State of Wisconsin are:

1.2.1.1 Aeronautical Search and Rescue (SAR): Aeronautical SAR involves the use of fixed wing aircraft, unmanned aerial systems, rotary wing aircraft, and other aerial platforms and other non-aerial SAR resources to locate and rescue people who were traveling by air and whose approximate location cannot be reasonably determined to be within a particular jurisdiction. In some cases, aeronautical searches in Wisconsin areas extend beyond state and even national boundaries. Aeronautical SAR typically transitions to Maritime SAR or Land SAR operations after the missing aircraft has been located. This plan outlines general roles and responsibilities for Wisconsin's ESF-9 supporting agencies when conducting intrastate, interstate, or international searches.

1.2.1.2 Maritime Search and Rescue (SAR): Involves operations in or over waterways including the Mississippi River, the Great Lakes, and Lake Winnebago, using boats, fixed and rotary wing aircraft, underwater diving equipment, unmanned aircraft, and other specialized resources.

(1) Near Maritime Search and Rescue: SAR operations in coastal/shoreline areas with both land and water components are often called "Near Maritime" Operations.

1.2.1.3 Land Search and Rescue (SAR): Involves search and rescue operations on land or inland waterways in Wisconsin (except the Mississippi River and Lake Winnebago). Note: Land SAR operations are often conducted with both land and aerial SAR assets. Land SAR can be divided into two different categories:

(1) Wilderness SAR: Wilderness Search and Rescue involves operations in mountainous or wilderness areas of Wisconsin where rescuers must traverse unimproved areas presenting dangers and hazards not normally encountered in inhabited areas. Wilderness Search and Rescue often involves specialized equipment, ropes, and harnesses for the safety of both rescuers and victims.

(2) Urban Search and Rescue (US&R): Involves the location, rescue, extrication, and initial medical stabilization of victims trapped in confined spaces. Structural collapse is most often the cause of victims being trapped, but victims may also be trapped in transportation accidents, mines, and collapsed trenches. Urban Search and Rescue is considered a "multi-hazard" discipline as it may be needed for a variety of emergencies or disasters, including earthquakes, hurricanes, typhoons, storms and tornadoes, floods, dam failures, technological accidents, terrorist activities, and hazardous materials releases. US&R Task Forces are also trained and qualified to perform or manage wide-area searches and provide general incident support.

1.2.1.4 Catastrophic Incident Search and Rescue (CISAR): Civil SAR operations carried out as all or part of the response to an emergency or disaster declared by the President, under provisions of the NRF and federal ESF #9 Annex. These operations may involve aeronautical, maritime (including near maritime), and land SAR operations.

1.2.1.5 Technical Rescue: Technical Rescue may play a role in aeronautical, maritime (including near maritime), and land search and rescue missions. Technical Rescue involves the use of tools and skills beyond those normally employed by first responders. Technical Rescue disciplines include, but are not limited to, rope rescue, confined space rescue, cave rescue, trench and excavation rescue, swift water rescue, ski and avalanche rescue, and underwater rescue.

1.2.2 ESF 9 encompasses incidents where senior elected officials, emergency managers, or local incident commanders request state level assistance in obtaining, managing, coordinating, deploying, or employing resources including:

    1.2.2.1 Fixed and rotary wing aircraft

    1.2.2.2 Specialized equipment including radar, sonar, thermal and infrared imaging, specialized vehicles, and other equipment.

    1.2.2.3 Specialized teams such as urban search and rescue teams, collapse teams, dive teams, mountain and wilderness SAR teams, K9 SAR teams, and other specialized teams.

    1.2.2.4 Public Safety Unmanned Aircraft Systems (UAS) coordinated through the ACG/Drone Network

1.2.3 Ancillary search and rescue mission support is provided through the appropriate ESF including:

    1.2.3.1 ESF 2 for communications support

    1.2.3.2 ESF 6 for survivor care and housing support

    1.2.3.3 ESF 7 for identifying resources

    1.2.3.4 ESF 8 for survivor medical care beyond that provided by ESF 9

    1.2.3.5 ESF 13 for mission security support, if needed

1.3 Policies

1.3.1 No provision of this ESF is to create an obstruction to prompt and effective SAR actions by any agency to assist persons in distress.

1.3.2 Counties, tribes, and local jurisdictions are responsible for SAR and US&R within their respective jurisdictions.

1.3.3 WEM is the state SAR/US&R coordination center. When requested by appropriate authorities, WEM supports requests for state, tribal, federal, privately-owned, and Voluntary Organizations Active in Disaster (VOAD) resources.

    1.3.3.1 WEM is the lead coordinating agency for intrastate searches.

1.3.4 WEM coordinates interstate and international SAR and US&R resource requests through:

    1.3.4.1 The Supplemental Interstate Agreement for Emergency Mutual Assistance between the State of Wisconsin and the State of Minnesota.

    1.3.4.2 1.3.4.2 The Emergency Management Assistance Compact (EMAC)

    1.3.4.3 The State and Province Emergency Management Assistance Compact (NEMAC)

1.3.4.4 FEMA Region V

1.3.4.5 Air Force Rescue Coordination Center

1.3.4.6 US Coast Guard Sector – Lake Michigan

1.3.4.7 US Coast Guard Rescue Coordination Center - Cleveland

1.3.5 SAR or US&R resources recognized by WEM should be appropriately trained and credentialed in accordance with the standards of the National Incident Management System (NIMS) or Wisconsin Credentialing and Asset Management (WICAMS) guidelines.

1.3.5.1 SAR/US&R resource identification, credentialing, and training:

(1) FEMA 508-8 Search and Rescue sets credentialing standards for SAR/US&R teams.

(2) Wisconsin Regional Emergency All-Climate Training (REACT) Center provides training curricula and facilities for SAR and US&R teams.

1.3.5.2 WEM provides credentialing guidelines for Wisconsin-based SAR and US&R teams.

1.3.6 SAR and US&R teams recognized by WEM:

1.3.6.1 Wisconsin state level SAR and US&R resources:

(1) Air SAR and US&R resources:

(A) WING: Fixed and rotary wing aircraft

(B) DNR: Fixed wing aircraft with specialized SAR equipment

(C) WSP: Fixed wing aircraft and UAS with specialized SAR equipment

(D) Capitol Police: Public safety unmanned aircraft systems (UAS)

(E) WI Wing CAP: Fixed wing aircraft and UAS with specialized SAR equipment

(2) Ground SAR and US&R resources:

(A) WING: US&R ground search team

(B) DNR: Ground search teams

(C) WSP: Ground search teams

(D) WI Wing CAP: Ground search teams

(3) Non-governmental specialized search and rescue resources:

(A) K9 SAR teams located throughout Wisconsin

(B) Wisconsin Trail Ambassadors

1.3.6.2 Federal government resources:

(1) US Army Corps of Engineers US&R program

(2) US Coast Guard fixed and rotary wing aircraft and boats for searches in the Great Lakes and water adjacent searches.

1.3.7 ESF-9 supporting agencies are responsible for developing and maintaining their own agency personnel schedules, deployment policies, and safety procedures.

1.3.8 All supporting agencies will participate in ESF-9 planning reviews as well as other applicable planning meetings in support of the procedures outline below.

2. Concept of Operations

2.1 Mobilization Triggers

2.1.1 WEM activates ESF 9 whenever county, tribal, or local jurisdictions request state level support because locally available SAR or US&R resources are likely to be exhausted or there is a need for specialized equipment or personnel not available in that jurisdiction.

2.1.2 State Agencies and Federal partners may also request assistance with search and recovery. Examples include:

2.1.2.1 Air Force Rescue Coordination Center (AFRCC) may contact the Wisconsin Air Coordination Group to request assistance searching for a missing aircraft crossing state lines.

2.1.2.2 The Wisconsin Department of Justice may request assistance locating missing persons.

2.2 Organization

2.2.1 When a request for any type of SAR is received, WEM coordinates with state agencies, VOAD organizations, private sector partners, neighboring states, and the federal government to obtain or provide appropriate resources.

2.2.2 Specific procedures for mobilizing SAR and US&R resources are contained in the WEM DO Manual, State of Wisconsin Aviation Operations Guidelines, and other supporting documents referenced in section IV.

2.2.3 Air Coordination Group:

2.2.3.1 The State of Wisconsin utilizes the Air Coordination Group to manage and coordinate intrastate search operations. When an aerial search is requested by local authorities or deemed necessary, the Air Coordination Group meets to confirm search and rescue objectives, determine asset availability, and select appropriate assets to carry out the search. Additionally, the Air Coordination

group works with local incident commanders to ensure aerial SAR operations are safe, effective, and efficient. Air Coordination Group members participate in a coordination call hosted by the WEM Duty Officer (DO) or SEOC whenever aerial SAR operations are needed throughout the state. The following agencies are part of the Air Coordination Group:

(1)   Wisconsin Emergency Management (WEM)

(2)   Wisconsin National Guard (WING)

(3)   Wisconsin Department of Natural Resources (DNR)

(4)   Wisconsin State Patrol (WSP)

(5)   Wisconsin Wing Civil Air Patrol (WI Wing CAP)

(6)   Wisconsin Department of Administration - Capitol Police (DOA/CapPD)

(7)   Wisconsin Air Ambulance Association

(8)   Wisconsin Department of Transportation

(9)   Wisconsin Air National Guard Counter Drug Program

(10)   United States Coast Guard (USCG)

2.2.3.2 Air Branch Director: The WEM Administrator or designee appoints a representative to serve as the Air Branch Director or Air Coordination Group Incident Commander. The individual serving in this role coordinates with all participating agencies to:

(1)   Resolve conflicts between air mission tasks and schedules.

(2)   Coordinate aviation frequencies and communication protocol with the FAA and air operators performing response missions.

(3)   Coordinate with the FAA on mission needs for airspace restrictions and the identification and resolution of aviation safety issues.

(4)   Resolve aviation issues.

(5)   Identify air traffic and/or airspace management issues and coordinate with the FAA.

(6)   Coordinate air mission and ground support operations.

(7)   Provide guidance on incorporating UAS into the operations.

2.2.3.3 County Coordinator (ACG LNO to County EOCs):

(1)   The County Coordinator operates from the County EOC and assures appropriate communications links are established between the SEOC, County EOC, and airports within the county.

(2) The County Coordinator provides updates on the status of the following:

(A) Fuel Availability

(B) Ground support available

(C) Status of airports/runways

(D) Helipads

(E) Hanger space available

(F) Other needs/information requirements, as appropriate.

2.2.3.4 See the State of Wisconsin Aviation Guidelines for additional information.

2.2.4 The paragraphs below describe the lead organizations for each type of SAR in Wisconsin. Note: CISAR and Technical Rescue are coordinated as needed by the appropriate organizations based upon the guidance below.

2.2.4.1 Aeronautical SAR:

(1) Intrastate SAR:

(A) Intrastate Aerial SAR operations are coordinated by WEM. If State of Wisconsin aviation resources are needed, WEM will convene the Air Coordination Group to select and deploy the best available assets.

(B) WEM may request federal assistance with SAR operations when specialized assets, equipment, personnel, or additional resources are needed to support the SAR mission. This support is typically coordinated through AFRCC and the USCG.

(2) Interstate SAR:

(A) AFRCC serves as the Responsible Agency for all incidents or missions involving overdue general aviation interstate flights, Department of Defense Aircraft, commercial aircraft, or missions of national concern.

(B) WEM will coordinate state assets supporting interstate aerial search operations.

2.2.4.2 Maritime SAR:

(1) Maritime SAR operations are coordinated through the US Coast Guard. In many cases, the USCG will directly coordinate operations and support with local jurisdictions. If additional resources are required, WEM and other Wisconsin agencies may assist with Maritime SAR when requested and able.

(2) Near Maritime Operations: In cases where searches are likely to involve both land and maritime operations along the coastline of the Great Lakes, local

jurisdictions, WEM, and the USCG coordinate search efforts based upon asset availability though the Wisconsin Air Coordination Group.

2.2.4.3 Land SAR:

(1) Land SAR operations are coordinated by local authorities. When needed, local governments can request assistance from state agencies (DNR, WEM, WSP, etc.) through the WEM Duty Officer.

2.3 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 9 and is intended for use in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
• Receive and process SAR, US&R and resource requests. • Coordinate with interstate and federal partners to support search efforts, if needed. • Facilitate Air Coordination Group response activities. • Select best available SAR/US&R resource(s). • Contact selected resource. 　○ Provide mission details. 　○ Obtain estimated time of arrival (ETA). 　○ Communicate team name and ETA with requesting agency. • Monitor the progress of SAR taskings during the incident. • Provide additional resources and support to incident commander, as required.	DMA/WEM
• Assist in SAR operations, particularly in incidents involving waterways and rural areas. • Provide specialized equipment, such as aircraft, watercraft, ATVs, and snowmobiles in support of ESF 9 activities. • Conduct aerial searches as part of the Air Coordination Group.	DNR
• When requested and authorized, provide trained US&R teams with necessary equipment to support local and tribal response efforts. • When authorized, provide specialized equipment, such as C-26, RC-26, UH-60 or LUH-72 aircraft in support of ESF 9 activities.	DMA/WING
• Provide ground and air assets to facilitate SAR/US&R activities. • Provide specialized air and ground electronic direction finding teams to facilitate SAR/US&R activities, specifically for Emergency Locator, Transmitters (ELTs), Emergency Position Indicating Radio Beacons (EPIRBs), and Personal Locator Beacons (PLBs). • Provide cellular forensics to assist in SAR activities, when appropriate. • Provide FAA Air Traffic Control RADAR forensics to facilitate SAR activities.	WI Wing CAP

Action Item	Agency
• Provide ground and air assets to facilitate SAR/US&R activities. • Provide fixed wing aircraft for daylight missions. Aircraft are outfitted with high definition cameras with GEO tagging capabilities and extreme zoom. • Provide ground-based thermal imaging equipment for day and night operations. • Provide unmanned aircraft with search lights, public address systems, and camera zoom capabilities. • Provide trained law enforcement officers, support vehicles, and communications systems for long duration events. • Provide UAS for day and night searches. • Provide operations liaisons to incident commanders, when requested.	WisDOT/WSP
• Process requests for UAS assets. • Coordinate the response of UAS with other assets via the Air Coordination Group. • Provide UAS operators as liaisons to incident commanders, when requested.	DOA/Cap PD
• When tasked, support SAR/USAR activities throughout the state.	K9 SAR Teams
• Assist with SAR on trails, when appropriate.	Wisconsin Trail Ambassadors
• Conduct SAR activities on the Great Lakes and water adjacent searches • Coordinate with and assist local and state SAR resources, as appropriate	US Coast Guard

Table 2-2: Short-Term Recovery Activities

Action Item	Agency
• Ensure safe recovery of assets and personnel. • Participate in post-event hot wash events, as needed. • Provide inputs for after action reports, as needed.	All Agencies

3. Supporting Documents

3.1 Attachments

3.1.1   Supplemental Interstate Agreement for Emergency Mutual Assistance between the State of Wisconsin and the State of Minnesota

3.1.2   US Coast Guard Sector Map (District 9)

3.2 Other Agency Plans and Documents

3.2.1   Wisconsin Fire Service Emergency Response Plan, Wisconsin State Fire Chiefs Association, June 2008.

3.2.2   National Response Framework ESF 9.

3.2.3   Wisconsin Aviation Operations Guidelines

3.2.4   Wisconsin Emergency Management Duty Officer Manual

3.2.5   National Search and Rescue Plan of the United States

3.2.6   Memorandum of Understanding – Wisconsin Wing Civil Air Patrol and Wisconsin Department of Military Affairs Dated 4-21-2018.

Table 3-1: Record of Changes

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Attachment 1

WI/MN Mutual Assistance Agreement

WI/MN
Mutual Assistance Agreement

SUPPLEMENTAL INTERSTATE AGREEMENT FOR
EMERGENCY MUTUAL ASSISTANCE BETWEEN
THE STATE OF WISCONSIN AND
THE STATE OF MINNESOTA

WHEREAS, the State of Wisconsin and the State of Minnesota have determined that interstate emergency mutual assistance is beneficial and often necessary in responding to emergencies and disasters; and

WHEREAS, both States have enacted Emergency Management Assistance Compacts ("EMAC") which provide the framework for sharing resources when a governor declares a state of emergency; and

WHEREAS, situations exists that do not rise to the level of a governor declared state of emergency, but where significant benefits exist to sharing state resources; and

WHEREAS, the EMAC does not specifically address interstate assistance for situations where the governor of the state requesting assistance has not declared a state of emergency; and

WHEREAS, the EMAC specifically allows and encourages supplemental agreements between Party States, including the use of Intergovernmental Agreements to deploy local assets under this agreement

NOW THEREFORE, the Governor of the State of Wisconsin pursuant to the statutory authority granted under §166.03(1)(b)2. of the Wisconsin Statutes, and the Governor of the State of Minnesota, pursuant to statutory authority granted under sec. 12.21, subd. 2 and 12.27 subd. 2 of the Minnesota Statutes, each Governor acting for and on behalf of their State respectively, hereby agree as follows:

1. The State of Wisconsin hereby promises and agrees to provide emergency mutual aid assistance to the State of Minnesota when the State of Minnesota requests such assistance, notwithstanding the absence of a declaration of emergency or disaster by the State of Wisconsin or the State of Minnesota.

2. The State of Minnesota hereby promises and agrees to provide emergency mutual aid assistance to the State of Wisconsin when the State of Wisconsin requests such assistance, not withstanding the absence of a declaration of emergency or disaster by the State of Wisconsin or the State of Minnesota.

3. Neither State shall be required to provide resources under this agreement if, in the sole discretion of the State providing assistance ("Responding State"), the requested

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resources are not sufficiently available, or if the commitments of those resources to the State requesting assistance ("Requesting State") would unreasonably impact the safety and health of the citizens of the Responding State.

4. The Responding State shall be reimbursed by the Requesting State for any loss, damage, costs, compensation of personnel, or other expenses incurred as a result of its response to a request for aid under this agreement. Notwithstanding this provision, the Responding State may elect to assume and not invoice the Requesting State in whole or in part for such loss, damage, cost, compensation of personnel, or other expense, and/or may donate such services or loan equipment to the Requesting State without charge, costs or financial obligation.

5. The officers, employees or agents of the Responding State who provide assistance to the Requesting State pursuant to this agreement shall be protected from liability under the laws of the State in which the cause arose. Officers, employees or agents of the Responding State shall be considered agents of the Requesting State for tort liability and immunity purposes. The Responding State, and its officers, employees or agents rendering aid, shall not be liable on account of any act or omission performed in good faith on the part its officers, employees or agents while engaged in rendering interstate mutual assistance under this agreement or on account of the maintenance or use of any equipment or supplies in connection with the rendering of aid. "Good faith" shall not include willful, wanton or reckless misconduct.

6. Each State shall provide their responding officers, employees and agents with compensation and death benefits, including worker's compensation, as appropriate and authorized for any injured responder or the representative of a deceased responder, deployed under this agreement in the same manner as if the injury or death occurred within the Responding State.

7. When a responding officer, employee or agent holds a license, certificate, or other permit issued by the Responding State evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the Requesting State, that responder shall be deemed licensed, certified, or permitted by the Requesting State to render aid involving such skill, subject to any limitations and conditions as the Requesting State may prescribe.

8. This agreement shall be implemented and tracked through the authorized Emergency Management agency in the Party States.

9. If aid has been sent under this Agreement and later an emergency is declared by the Receiving State and similar aid is requested under EMAC, the terms of EMAC shall prevail over any inconsistency with this Agreement commencing with the time of the EMAC request.

10. Notwithstanding the foregoing, either State may terminate this agreement with a thirty (30) day written notice to the other State.
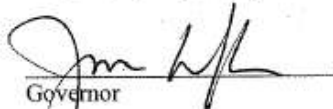
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11. If any provision of this Agreement is declared by a court to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected. The rights and obligations of the Party States shall be construed and enforced as if the Agreement did not contain the particular provision held to be invalid.
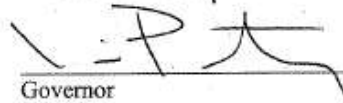
IN WITNESS THEREOF,
I, Jim Doyle, Governor of State of Wisconsin, have hereunto set my hand and caused the Great Seal of the State of Wisconsin to be affixed this 6ᵗʰ day of Nov , 2009.

Governor

Secretary of State

IN WITNESS THEREOF,
I, Tim Pawlenty, Governor of State of Minnesota, have hereunto set my hand and caused the Great Seal of the State of Minnesota to be affixed this 21ˢᵗ day of Sept , 2009.
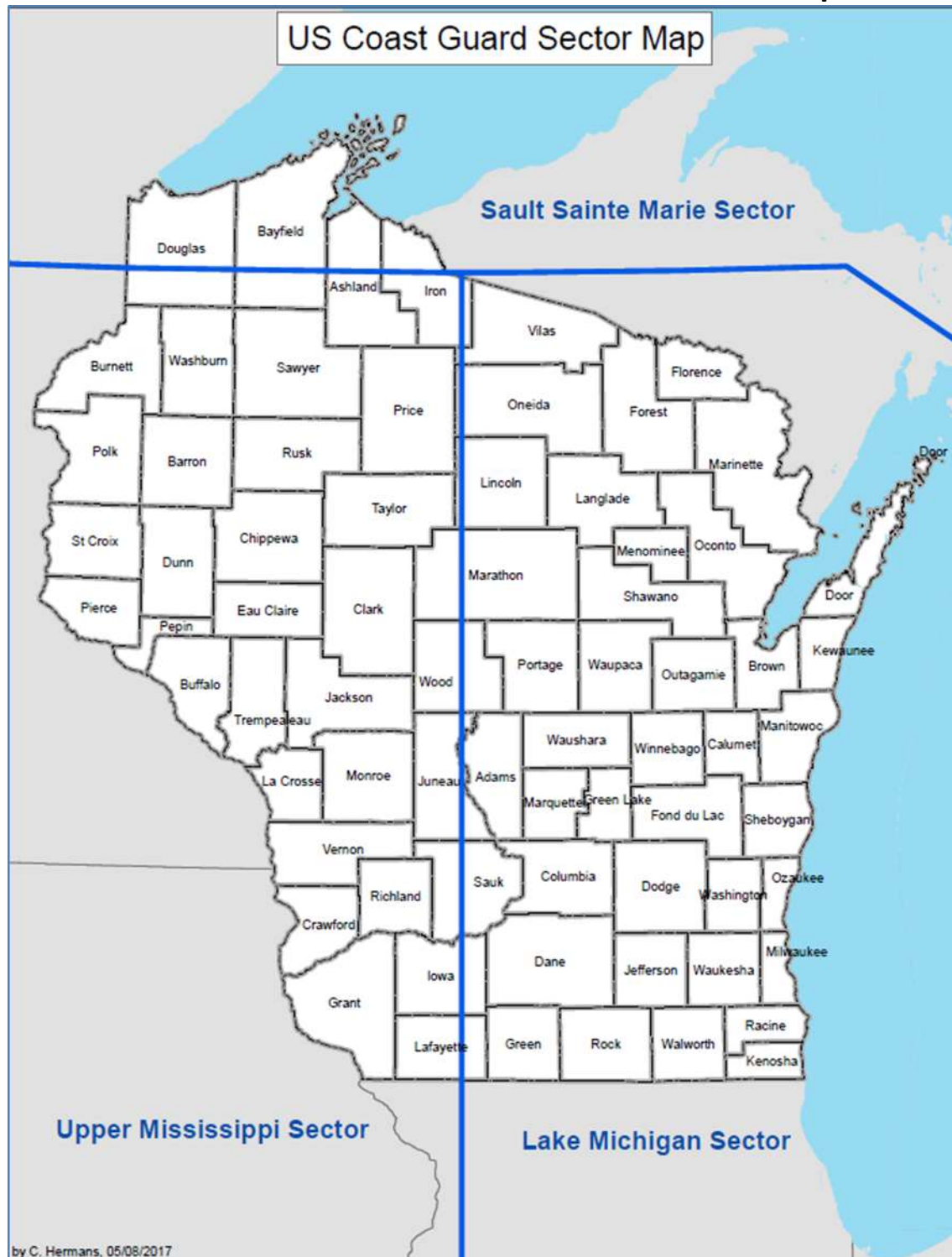
Governor

Secretary of State

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Attachment 2

United States Coast Guard District 9 Sector Map

US Coast Guard Sector Map

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Attachment 3

Wisconsin Helicopter EMS Providers

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Oil and Hazardous Materials
ESF 10

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Oil & Hazardous Materials

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Natural Resources (DNR)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Justice (WI DOJ) Department of Health Services (DHS) Department of Transportation (WisDOT) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)
Non-Governmental Support Organizations	Mutual Aid and Box Alarm System – Wisconsin (MABAS WI) Wisconsin Hazardous Materials (Hazmat) Response System
Federal ESF Coordinating Agencies	Environmental Protection Agency (EPA) U.S. Coast Guard (USCG) Federal Bureau of Investigation (FBI) U.S. Department of Homeland Security (US DHS) Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

ESF 10 describes the coordinated state response providing support to local and tribal governments when responding to a natural or manmade, actual or potential release of chemical or biological materials. This includes a response to an actual or potential release of hazardous materials (hazmat) resulting from a transportation incident, fixed facility incident, natural disaster, or terrorist attack. It also describes the state response to serious hazmat incidents that are not defined as disasters. ESF 10 promotes coordination between federal, state, tribal, and local governments, as well as the private sector, when responding to these types of incidents.

Radiological hazardous incident response is not a part of this ESF but is addressed in the Radiological Nuclear Annex of the WERP.

1.2 Scope

1.2.1   ESF 10 describes the lead coordination roles and responsibilities among state agencies. It is applicable to all state departments and agencies with statutory responsibilities and assets to support state, local, and tribal response to actual or potential oil or hazardous materials incidents.

1.2.2   State agency response actions are determined by specific state statutes, state agency plans, and policies. Appropriate response and recovery actions can include efforts to detect, identify, contain, clean up, or dispose of released oil and hazardous materials.

1.2.3   The term hazardous material is synonymous with hazardous substances. Hazardous materials are those materials, wastes, substances, and mixtures that are inclusive with the definition of "hazardous substance" as provided under the Clean Air Act, Title 40, Code of Federal Regulations.

1.2.4   The legal definition of a hazardous substance and hazardous waste is found in § 292.01(5) and §299.01(6) of the Wisconsin Statutes, while hazardous substance spills are defined in § 292.11 of the Wisconsin Statutes.

1.3 Policies

1.3.1   The DNR is authorized by § 23.09(4) of the Wisconsin Statutes to provide support to local and tribal governments and is the lead state agency for hazmat incidents on federal, state, county, and tribal lands, unless it involves agricultural chemicals.

1.3.2   The DATCP is the lead agency when the substance is an agricultural chemical. DATCP will respond consistent with § 94.73 of the Wisconsin Statutes and the Memorandum of Understanding, titled "Discharge of Hazardous Substances, March 2005," with DNR.

1.3.3   Wisconsin Statutes § 254.02 names DHS as "the lead state agency for health risk assessment". Further, Wis. Stat. § 254.02 directs DHS to "assess the acute and chronic health effect from occupational or environmental human health hazards exposure" and for state agencies and local health departments to "report known incidents of environmental contamination to the department".

1.3.4   Incidents are managed utilizing the Incident Command System (ICS) and function using the Unified Command System.

1.3.5   The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) requires that a release of oil and hazardous materials be reported to the National Response Center (NRC) as specified in Title 40, Code of Federal Regulations.

1.3.6   The request for local fire resources is accomplished through the use of local/county dispatch, automatic aid, mutual aid and/or the activation of the Mutual Aid Box Alarm System—Wisconsin (MABAS WI) once local resources are exhausted.

1.3.7   For the purposes of this ESF, the term 'Local/County Hazmat Team' means 'Local Emergency Response Team' as defined in Wis. Stat. § 323.70(1)(c).

2. Concept of Operations

2.1 General

In the event of an actual or potential release of hazardous materials in the state, which presents a threat to public health and safety or the environment, this ESF or portions of it may be implemented. ESF 10 provides for a coordinated response to discharges and releases of hazardous materials by committing the needed resources to the impacted area through various local, state, and federal agencies.

2.2 Organization

2.2.1 Emergency scene management shall be in accordance with the ICS.

2.2.2 The DNR, as the responsible agency for implementing ESF 10, will respond directly to the SEOC and report to the SEOC manager or WEM Duty Officer if the SEOC has not been activated. If the incident involves agricultural chemicals, DATCP will be the lead agency, working within a unified command system with the DNR, based upon a Memorandum of Understanding (MOU) between these two agencies.

2.2.3 The DATCP has the authority to respond to agricultural chemical releases as specified in § 94.73 of the Wisconsin Statutes and the MOU with DNR.

2.2.4 ESF 10 emergency operations will coordinate the resources of the DNR and other appropriate state agencies with the SEOC manager. In addition, DNR may request other resources from the EPA and USCG for the Great Lakes and Mississippi River, as needed.

2.2.5 The DNR coordinates with local and federal responders and provides implementation of the State Contingency Plan as specified in § 292.11 of the Wisconsin Statutes and the EPA National Oil and Hazardous Contingency Plan (NCP).

2.2.6 The reporting of chemicals present at fixed facilities, planning, training, exercising, and hazmat team response are components of the Emergency Planning and Community Right-To-Know Act (EPCRA), as administered by WEM. Under EPCRA, it is the responsibility of the DNR to report spills to WEM.

2.2.7 WEM maintains a database of information pertaining to facilities that store hazardous chemicals and extremely hazardous substances (EHS) as well as the amounts and location of chemicals at each of those facilities. Each county in Wisconsin has a Local Emergency Planning Committee (LEPC) that addresses chemical hazards present at permanent facilities and on transportation routes. EPCRA addresses the development of a comprehensive hazardous materials response plan. Planning for hazardous materials incidents is addressed in the County Wide/Strategic Plan (CW/SP), which is updated annually by each county. Offsite (OS) facility plans are a component of the CW/SP and address consequences should an EHS be released by a fixed facility and become a threat to the health and safety of the surrounding community and the environment. These plans may be used during a response to a facility.

2.2.8 Should additional resources be needed beyond the local capability, there are four Wisconsin hazardous materials response system taskforces comprised of 24 units (2 Type I teams, 9 Type II teams, and 12 Type III teams) contracted by WEM to respond to serious hazardous materials incidents. The closest responding hazmat unit will determine the level of response and will notify the WEM duty officer (DO). The responding hazmat unit is responsible for notifying the WEM DO that additional resources are requested.

2.2.9 There are approximately 39 designated local/county hazmat teams. Seventeen counties have contracted with neighboring counties and two have contracted with private clean-

up contractors to respond to hazardous materials releases of a lesser nature. Local/county hazmat teams are contacted according to local response protocols.

2.2.10   There are private companies within the state with industrial fire brigades that have hazmat responsibilities within their company's grounds. They may request assistance from the local/county hazmat team or the Wisconsin Hazardous Materials Response System, as appropriate.

2.2.11   Disposal of hazardous materials waste may be handled by a licensed, private clean-up contractor, with the responsible party liable for the costs of the response, removal, and remediation of the affected area.

2.2.12   WEM coordinates, through the SEOC, assistance that may be provided by volunteer groups or resources, or both, in support of the functions of this ESF (see ESF 7).

2.2.13   Responsible party means any person, as defined in §. 299.01 (10) Wis. Stat., or 42 U.S.C. § 9607(a), who is responsible for the emergency involving a release or potential release of a hazardous substance under §§. 323.70 (4), 323.71 (4), and 292.41 (1), Wis. Stat. or that are discharging a hazardous substance to which a response team was called to respond. The responsible party will:

A) Report spills in accordance with appropriate state and federal law and regulations.

B) Take appropriate actions to protect life, safety, property, and the environment.

2.3 Mobilization Triggers

2.3.1   Mobilization of a state or local hazmat team is predicated on the size or complexity of a hazardous materials incident (e.g., an incident that exceeds the capabilities available using local resources).

2.3.2   Local authorities request state assistance for an incident in their jurisdiction.

2.4 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This following those responsibilities that are unique to ESF 10 and 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 2-1: Response Activities

Action Items	Agency
• In conjunction with locals, assess magnitude, extent, and potential duration of incident. • Ensure appropriate actions are taken to protect the health and safety of the public. • Receive notification of spills and incidents and initiate appropriate response measures.	DNR DMA/WEM DHS DATCP

Action Items	Agency

• In conjunction with locals, assess magnitude, extent, and potential duration of incident.
• Receive notification of spills and incidents through the Duty Officer System and initiate appropriate response actions.
• The WEM Duty Officer will respond in accordance with the "Hazardous Materials and RND Response" Standard Operating Guidelines.
  o If not already deployed, the WEM Duty Officer will request the deployment of the closest available hazmat team.
  o The WEM Duty Officer will notify the DNR Duty Officer of the request for assistance.
	WEM

• Recommend activations of ESF 10 and agency personnel based on incident assessment and local need.	DNR
• Take actions necessary to protect public health, safety, and prevent damage to property. • Report spills or other incidents involving hazardous materials to appropriate authorities	Responsible Party
• Minimize damage and impact to natural resources by allocating and coordinating resources in accordance with ESF 7.	DNR DMA/WEM
• Support law enforcement, fire, and emergency medical activities, as required.	DMA/WEM
• Provide staff support to the county EOC, local jurisdictions or facilities, as requested.	DNR DATCP DMA/WEM
• Coordinate with the Wisconsin Hazardous Materials Response System.	DNR DMA/WEM
• Coordinate with appropriate federal agencies, such as US DHS, FBI, and EPA, per ESF 13.	DMA/WEM
• Coordinate decontamination and other cleanup efforts, as necessary. Ensure agency personnel have been decontaminated, when applicable.	DNR Local
• Assist other agencies with assessment and communication of potential health risks to the public. • Assist other agencies with communication of necessary response measures (e.g. evacuation, shelter-in-place).	DHS

Table 2-2: Short-Term Recovery Activities

Action Items	Agency
• Ensure the proper environmental cleanup and waste disposal of oil, hazardous materials, or other contaminants that could impact public health or the environment.	DNR DATCP Local DHS
• Assist with the safe reentry of evacuees into the affected area(s).	DMA/WEM WisDOT/WSP DMA/WING DNR DHS
• Perform cost recovery measures for expenses related to the incident that meet legal requirements and can be passed on to the responsible party, if applicable.	Local DNR DATCP
• Coordinate with SEOC staff on demobilization of hazmat teams and other response personnel.	DMA/WEM DNR
• Inventory equipment used during response activities and repair or replace, as needed.	Local DNR
• Conduct after-action critique of the overall response and recovery efforts.	DNR DMA/WEM

3. Agency Responsibilities

3.1 Lead Coordinating Agency – Wisconsin Department of Natural Resources

3.1.1   For all discharges involving agricultural chemicals see subsection 3.2.

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Natural Resources:	• Minimize damage/impact to natural resources and the environment. • Serve as the lead agency for the response to oil and hazmat incidents and hazardous substance releases, except for agricultural chemicals (See DATCP authority below). Should the hazardous materials incident be related to an act of terrorism, the WI DOJ or a federal agency may be the lead agency. See Terrorism Annex. • Serve as lead agency for offsite cleanup of hazardous materials or wastes. • Monitor state waters suspected of contamination due to an emergency or disaster situation. • Provide staff support to the SEOC and local jurisdictions during an emergency or disaster situation, as necessary. • Provide assistance with the identification, containment, removal, and disposal of oil, hazardous materials, or other contaminants that could affect the public health or the environment. • Coordinate with federal and state agencies, as appropriate.

3.2 Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	• Serve as the lead agency for the response to discharges or potential discharges of agricultural chemicals. • Implement the agriculture chemical cleanup program to assist in the response to releases of agricultural chemicals. • Provide assistance for the identification, containment, removal, and disposal of the chemical(s) or other contaminant(s) that could affect public health or the environment. • Respond, through the Toxic Response Team, to the deaths of food production animals associated with suspected discharges of hazardous or unknown materials. • Provide a public consumer protection hotline for information relating to the discharge of an agricultural chemical during an emergency. • As specified in ESF 11, serve as the lead agency for response to a food product that may be contaminated by a hazardous substance. • Provide outreach and recovery assistance through the Wisconsin Farm Center to farmers affected by release of hazardous substances. • Serve in the SEOC and provide assistance to DNR for DNR-lead events that may have an impact on agricultural activities. • Provide support to other agencies and the public during an emergency to ensure that consumers are protected from unfair practices (e.g. gas gouging, etc.) • Provide laboratory analyses, through the DATCP Bureau of Laboratory Services, of unknown materials or hazardous substances as part of an investigation, especially as it relates to food, feed, or other consumer products. • Issue stop sale and movement orders on materials that may be considered hazardous substances under § 100.37 of the Wisconsin Statutes. • Review DATCP-required emergency response plans at agricultural chemical facilities.
Department of Health Services:	• Work with federal, state, and local agencies (e.g. public health, human services, social services, environmental, others) and health care providers to assess and communicate the potential health, psychological, and social impacts regarding releases or threatened releases of oil and hazardous materials to the environment. • Provide technical assistance and guidance on public health issues, including evacuation and re-entry decisions, clean-up, mitigation, field sampling and monitoring, and human health assessments. • In collaboration other state and local agencies, develop and provide public messaging, including fact sheets, message maps, and media releases.
Department of Justice	• Provide state fire marshals who will assist in the investigation of fires or explosions related to the release of hazardous materials to determine cause and origin. • Provide crime scene and lab services to assist in the investigation of an incident, particularly should there be a possible terrorist link. • If the incident is determined to involve a criminal or terrorist act, staff will assist in the investigation of the incident.
Department of Transportation	• Coordinate assistance with other state agencies, as requested. • Assist with traffic control providing personnel and materials, as required. • Arrange for specialized equipment such as front-end loaders, backhoes, and materials

Agency	Functions
	such as sand to create emergency containment areas or dikes.
Department of Transportation: Wisconsin State Patrol	• Assist with security, traffic control, and law enforcement support in coordination with local law enforcement. • Provide truck inspectors who are trained to respond to an incident involving the release of a hazardous material and who can enforce federal motor carrier laws on the transportation of hazardous materials. • Provide aerial reconnaissance of the affected area.
Department of Military Affairs: Wisconsin Emergency Management	• Dispatch hazmat coordinator, fire services coordinator, and regional directors to establish contact with local jurisdictions, as necessary. • Establish and maintain direct communication and coordination with local governments affected by the emergency or disaster situation. • Coordinate assistance with other state agencies as requested by DNR. • Coordinate with federal agencies in accordance with ESF 5. • Coordinate with the Wisconsin Hazardous Materials Response System to assist county teams, when appropriate.

Department of Military Affairs: Wisconsin National Guard	• Provide liaison to SEOC, local EOC and Incident Command Post (ICP), as necessary.
	• Upon activation, provide support in the following areas:
	  ○ Support to law enforcement:
	    Traffic control, road block and check points
	    Quarantine enforcement
	    Site security and critical infrastructure protection
	    Presence patrol
	    Hazardous Chemical Identification
	  ○ Transportation
	    Air and Ground
	  ○ Medical
	    Transport
	    Limited treatment
	  ○ Engineer
	    Debris clean-up
	    Structure stabilization
	    Damage assessment
	• Questions or requests for assistance should be directed to the WEM DO or the SEOC, when it is staffed.

3.3 All Other Agencies

Table 3-3: Other Agencies Functions

Agency	Functions
Local Government/County Emergency Management Organizations/Tribal Government:	• Local public safety organizations are generally the first government representatives at the scene. It is expected that they initiate public safety measures necessary to protect public health and welfare.
Volunteer Agencies:	• DNR may utilize the services of organized volunteers as appropriate to their training or skills.

3.4 Federal Support and Interface

Federal assistance is available from the U.S. Department of Homeland Security (US DHS), the EPA, the U.S. Department of Justice (US DOJ), and other federal agencies identified through the National Response Framework (NRF), ESF 10. Federal assistance, if provided, will be coordinated through the SEOC. The SEOC will be kept current on all issues involving the use of federal resources.

4. Supporting Documents

4.1 Attachments

4.1.1   Hazmat Teams Map

4.1.2   Wisconsin Local/County Hazmat Response Teams

4.2 Agency-Specific Plans and Procedures

4.2.1   DNR State Contingency Plan

4.2.2   Wisconsin Fire Service Emergency Response Plan (MABAS), Field Operations Guide

4.3 References

4.3.1   DATCP Memorandum of Understanding with DNR titled "Discharge of Hazardous Substances, March 2005"

4.3.2   Wisconsin Hazardous Materials Response System Operations Plan

4.3.3   National Response Framework ESF 10

Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
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9.			
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11.			
12.			
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18.			

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Attachment 1

Wisconsin Hazardous Materials Response System

Wisconsin's Hazardous Materials Response System

Team Type

- ◆ I
- ◆ II
- ◆ III

HazMat Region

- Northeast Task Force
- Northwest Task Force
- Southeast Task Force
- Southwest Task Force

Updated 06/24/2019

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Attachment 2

Wisconsin Local/County Hazmat Response Teams

Agriculture and Natural Resources
ESF 11

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Table 1-1: Coordinating and Support Agencies

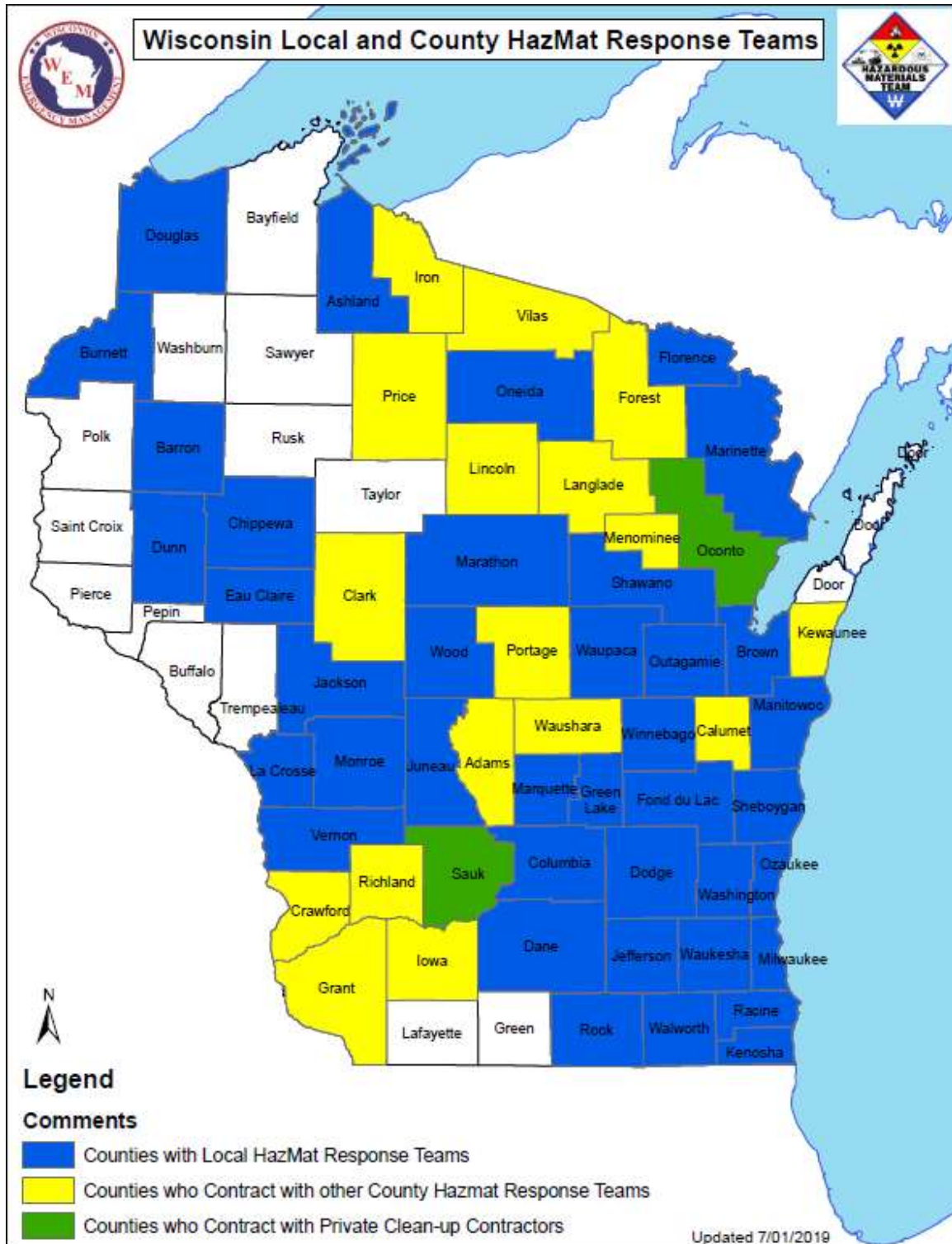|	
Lead Coordinating Agencies	Department of Agriculture, Trade & Consumer Protection (DATCP)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Public Instruction (DPI) Department of Transportation (WisDOT) University of Wisconsin-Extension (UW-Extension) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Wisconsin Historical Society Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Non-Governmental Support Organizations	American Red Cross Wisconsin Agro-Security Resource Network (WARN) Wisconsin Animal Reserve Corps (WARC)
Federal ESF Coordinating Agencies	U.S. Department of Agriculture (USDA)

1. Introduction

1.1. Purpose

To coordinate state and federal activities in support of local, county, and tribal authorities' response to an incident involving agriculture, food, and natural or cultural resources.

1.2. Scope

1.2.1 Control and eradicate or manage foreign animal diseases (including infectious, non-infectious, and zoonotic diseases), exotic plant diseases, and pest infestation.

1.2.2 Respond to contamination from agrichemicals and investigate unexplained food-chain animal deaths through an integrated Toxic Response Team.

1.2.3 Ensure food safety and work with industry to provide adequate food supplies during an emergency.

1.2.4 Provide nutrition assistance.

1.2.5 Provide support for ensuring the safety and well-being of household pets and large animals.

1.2.6 Protect natural and cultural resources and historic properties (NCH) resources prior to, during, and after a disaster.

1.2.7 Provide financial advising, counseling vouchers, and producer mediation and arbitration services.

1.2.8 Provide technical assistance and administer grants for soil and water conservation and other engineering practices.

1.3. Policies

1.3.1 The DATCP, in accordance with Chapters 93, 94, 95, and 97 of the Wisconsin Statutes:

    1.1.3.1. Has broad authority to:

        (1) Investigate and control animal diseases.

        (2) Investigate and eradicate plant infestations and exotic pest species.

        (3) Ensure the safety of our food supplies through inspections and other activities under DATCP authorities.

        (4) Respond to agrichemical releases.

        (5) Provide assistance to producers on conservation and engineering practices.

        (6) Provide producers with various types of business assistance.

    2.1.3.1. May:

        (1) Test animals.

        (2) Impose quarantines on diseased plants and animals.

        (3) Regulate imports and movement of animals and plants.

1.3.2 The DNR, in accordance with Chapters 1, 23, 29, 95, 254, 283, 285, 289, and 291 of the Wisconsin Statutes:

    1.1.3.2. Has authority for:

        (1) Natural resources.

        (2) Wildlife that may be affected by a foreign animal disease.

        (3) Environmental regulations for activities conducted as part of ESF 11, including carcass management and incineration.

    2.1.3.2. Establishes statewide soil and water conservation standards.

1.3.3 The Wisconsin Historical Society is authorized under §§ 44.24, 44.29, 44.40, and 157.70, Wis. Stats. to:

    1.1.3.3. Serve as the principal historic preservation agency of the state.

    2.1.3.3. Identify historic and archeological sites.

    3.1.3.3. Review state or federal funded, licensed, and permitted activities that affect cultural and historic properties.

    4.1.3.3. Protect human burials from disturbance.

1.3.4 The WI DHS in accordance with Chapters 250, 252, and 254 of the Wisconsin Statutes:

    1.1.3.4. Has general powers and duties including:

Agriculture & Natural Resources

(1) General supervision throughout the state of the health of citizens.

(2) Execute what is reasonable and necessary for the prevention and suppression of disease.

(3) Investigate the cause and circumstances of any special or unusual disease or mortality.

2.1.3.4. For communicable diseases the department may require:

(1) Isolation of patients.

(2) Quarantine of contacts.

(3) Concurrent and terminal disinfection.

(4) Modified forms of these procedures.

3.1.3.4. The department is the lead state agency for health risk assessment and shall:

(1) Assess the acute or chronic health effect from occupational or environmental human health hazards.

(2) State agencies and local health departments shall report known incidents of environmental contamination to the department.

2. Concept of Operations

2.1. Mobilization Triggers

Mobilization triggers are specific actions that initiate DATCP's emergency response procedures.

Table 2-1: DATCP Mobilization Triggers

Division of:	Mobilization Triggers
Animal Health	• Rely on information from direct and indirect monitoring programs and on consumer/producer complaints as triggers for response.
Food and Recreational Safety	
Agriculture Resource Management	• Once a division has received individual complaints or results from direct and indirect monitoring that indicate a potentially significant issue, standard chain-of-command operating procedures are followed.
Trade and Consumer Protection	
Management Services	• Provide secondary response services in support of other DATCP divisions.
Agricultural Development	

The following list identifies which DATCP divisions mobilize for each response:

2.1.1 Foreign animal and plant diseases and pest infestation:

1.2.1.1. Division of Animal Health (DAH)

2.2.1.1. Division of Agriculture Resource Management (DARM)

3.2.1.1. Division of Food and Recreational Safety (DFRS)

2.1.2 Agrichemical release and unexplained food chain deaths:

1.2.1.2. DARM

2.2.1.2. DAH

2.1.3 Commercial food supply safety:

1.2.1.3. DFRS

2.2.1.3. DAH

2.1.4 Nutrition assistance:

1.2.1.4. Division of Agricultural Development (DAD) (via Farm Center)

2.1.5 Animal disaster response:

1.2.1.5. DAH

2.2.1.5. DARM

2.1.6 Protection of natural and cultural resources and historic resources:

1.2.1.6. DARM

2.2.1.6. DAD (via Farm Center)

3.2.1.6. Division of Management Services (DMS)

2.1.7 Financial advising, counseling vouchers, and producer mediation and arbitration services:

1.2.1.7. DAD (via Farm Center)

2.1.8 Soil and water conservation:

1.2.1.8. DARM

2.2.1.8. DMS

2.2. Organization

2.2.1 ESF 11 emergency operations will coordinate the resources of DATCP and other supporting agencies and organizations with the State Emergency Operations Center (SEOC) manager and SEOC general staff.

2.2.2 DATCP may request other resources from local, tribal, other state or federal agencies, and private organizations, as needed.

2.2.3 For food- and agriculture-related emergencies, DATCP coordinates with local, tribal, state, and federal responders, private business, and non-governmental organizations, and provides for implementation of state response plans, as appropriate.

2.2.4 The DNR:

1.2.2.4. Coordinates with local, tribal, state, and federal agencies for emergencies that may impact natural resources of the state, including threatened and endangered resources and species.

2.2.2.4. Has authority over wildlife management and carcass management.

2.2.5 The Wisconsin Historical Society maintains responsibility for the protection of cultural and historical resources of Wisconsin.

2.2.6 Depending on the type of emergency, support agencies may work autonomously in providing their services.

2.3. ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 11, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-2: Response Activities

Action Item	Agency
Foreign animal and plant disease and pest infestation surveillance and response • Implement the Foreign Animal Disease Response Plan or the Plant Industry Emergency Response Plan, as appropriate. • Use appropriate tools and authorities, including quarantine and movement permits for live animals and products, to contain or eradicate disease or infestation. • Issue advisories and protective action recommendations to the public, as necessary.	DATCP All
Agrichemical releases • Deploy DATCP Toxic Response Team to investigate unexplained food-chain animal deaths. • Implement appropriate agrichemical resource management response plan. • Work with producers or agribusinesses as well as local and federal responders to support clean-up efforts. • Ensure that environmental issues are appropriately addressed. • Consult with state and local health officials about possible human health effects.	DATCP DNR WI DHS
Commercial food supply safety • Implement the Wisconsin Food Defense Emergency Response Plan. • Manage the control and containment of a food-borne incident, including sample collection and analysis. • Issue advisories and protective action recommendations to the public, as necessary. • Coordinate responses among agencies, including local departments with responsibilities for inspecting food establishments.	DATCP WI DHS

Action Item	Agency

Nutrition assistance
• Coordinate with ESF 6 for the acquisition, release, and distribution of emergency food supplies through:
   ○ USDA Foods (DPI and ARC)
   ○ The Emergency Food Assistance Program (WI DHS)
   ○ The FoodShare Program (WI DHS)
   ○ Voluntary organizations
	DATCP
	DPI
	ARC
	WI DHS
	DMA/WEM
	WI VOAD

Animal disaster response
• Coordinate support to local and volunteer operations for animals affected by a disaster
   ○ Response
      ▪ *Assessment*
      ▪ *Search and rescue*
      ▪ *Collection of stray animals*
      ▪ *Evacuation and shelter, including tracking of evacuated household pets*
      ▪ *Zoo and sanctuary animal issues*
      ▪ *Veterinary medical care and assistance*
      ▪ *Human health risks*
   ○ Recovery
      ▪ *Reunification of animals and owners*
      ▪ *Placement of abandoned animals*
      ▪ *Disposal of animal carcasses*
	DATCP
	WisDOT
	DMA/WEM
	DNR
	WI DHS

3. Agency Responsibilities

3.1. Lead Agency – Department of Agriculture, Trade & Consumer Protection

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions

DATCP:
Agency as a whole
	• Provide overall leadership, coordination, assessment, and technical assistance in response to:
	  o Foreign animal and plant diseases and pest infestations
	  o Animal disaster response
	  o Land and water conservation issues
	  o Agrichemical releases
	  o Plant, food, milk, and dairy product contamination
	  o Shortages of food supplies in large scale emergencies
	• Collect samples, forward to an appropriate laboratory, and review sample analysis reports.
	• Accumulate and assess contamination and disease information obtained from assessment teams, telecommunications industry, local emergency operations center, and other local, state, and federal agencies.
	• Coordinate and track the movements of incident-related resources to and from staging areas, including evacuation from and re-entry to an incident site.
	• Provide support agencies with current information concerning locations of disease or contamination outbreaks, extent of involvement, and available diagnostic information.
	• Provide information on local agricultural conditions, resources, and producers.
	• Through the DATCP Public Information Office (PIO) and in coordination with appropriate supporting agency PIOs:
	  o Provide accurate, consistent, and timely information to the public.
	  o Serve as a primary participant in a joint information center (JIC), if one is established.
	  o Integrate information from federal counterparts.
	  o Maintain contact with other states, through the Emergency Communications Plan developed by the Communication Officers of State Departments of Agriculture (COSDA).
	• Work with the Wisconsin Agro-Security Resource Network (WARN) as the main industry organization in an emergency.
	• Work with private industry in all agency response efforts, as appropriate, including ensuring adequate food supplies in large-scale emergencies.

DATCP: **Division of Animal Health**	• Investigate possible animal disease outbreaks. • Issue quarantine and movement control orders on affected livestock and premises. • Consult with stakeholders and partners on possible disease effects on livestock. • Provide technical advice for disposal of diseased animal carcasses to minimize spread of disease. • Deploy members of the Wisconsin Animal Response Corps, a Medical Reserve Corps unit established to respond to emergencies involving animals.

Agency	Functions
DATCP: Agrichemical Management Bureau	• Respond to agrichemical spills and oversee clean-up work. • Conduct investigations into food-chain animal deaths from unexplained causes to determine whether feed or agrichemical contamination has occurred. • Direct the deployment and operations of the Toxic Response Team.
DATCP: Land and Water Resources Management Program	• Provide engineering and technical assistance to counties and producers, as needed.

DATCP: Wisconsin Animal Response Corps	• Respond to local and state animal emergencies that exceed local or state capabilities, providing help with:
	  o Animal care and treatment; vaccination
	  o Rescue
	  o Animal evacuation and sheltering
	  o Animal mass casualty care
	  o Specimen collection, decontamination, euthanasia, and necropsy
	  o Other support activities

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Health Services	• Provide overall leadership, coordination, assessment, and technical assistance for public health needs in the event of a disaster or emergency involving food and agriculture incidents. • Conduct human health risk assessments and provide health consultations for agrichemical emergencies and spills with human health implications. • Provide assistance and epidemiology services in dealing with zoonotic diseases (animal to people) and foodborne outbreaks linked to licensed food establishments and other facilities. • Provide nutrition assistance from the Emergency Food Assistance and FoodShare Programs. • Facilitate access to behavioral health support for survivors and emergency responders.
Department of Natural Resources	**For animal and plant diseases and pest infestations** • Provide containment and quarantine assistance to prevent the spread of foreign animal diseases to or through non-domesticated animals. • Provide assistance with vector control and location of cleaning and disinfecting stations. • Conduct surveillance on susceptible wild animal species, as appropriate. • Reduce infected wildlife populations, as appropriate. • Provide heavy equipment for disposal operations, as available. • Assist with the transportation of soil, carcasses or debris, as appropriate. **For agrichemical responses** • Provide technical and other assistance, as necessary.

Agency	Functions

Department of Public Instruction	• Coordinate with the American Red Cross to release USDA foods in a federally-declared disaster:
	  o For congregate feeding during a presidentially declared disaster, release USDA foods as long as available and needed.
	  o For household feeding during a presidentially declared disaster, release USDA foods only with prior approval from the USDA and per extent and length of time as determined by the USDA.
	• Coordinate with the American Red Cross for release of USDA foods in the absence of a federal declaration, but when ESF 6 determines circumstances warrant USDA foods distribution (defined in accordance with 7 CFR 250.3 as *Situations of Distress*):
	  o For congregate feeding during a situation of distress involving a natural event, release USDA foods to the extent that USDA foods and funds for replacement are available. Release of USDA foods to be a maximum of 30 days.
	  o For congregate feeding during a situation of distress involving a non-natural event, release USDA foods to the extent that USDA foods and funds for replacement are available, with prior approval from USDA, and per extent and length of time as determined by USDA.
	• For household feeding during a situation of distress, release USDA foods only with prior approval from USDA and per extent and length of time as determined by USDA.

Department of Transportation: Traffic Management Center	• Provide guidance for re-routing of traffic in and around an affected area. • Identify traffic control issues and needs, including the establishment of movement corridors. • Identify potential sources of outside assistance (e.g., contractors, equipment, sources, etc.). • Provide additional traffic control devices for law enforcement to use in a quarantine area or detour.
University of Wisconsin-Extension	• Provide surveillance assistance in the response mission areas. • Provide laboratory services for animal and plant-related analytical needs. • Provide system wide resources (e.g. UW School of Veterinary Medicine, Cooperative Extension Service system and personnel) to assist in diagnosis of animal disease. • Provide and distribute information regarding the incident.
Department of Military Affairs: Wisconsin Emergency Management	• Identify sources of equipment and supplies, including communications equipment and mobile command centers • Assist in providing personal protective equipment (PPE) necessary to facilitate the movement, destruction, and disposal of contaminated products or populations of large animals. • Provide additional communications to responders, especially in remote areas of the state. • Identify the locations and organizations capable of approved decontamination of individuals and equipment. • Establish a JIC and coordinate with other agencies' public information officers, when needed. • Assist in and coordinate the transportation of suspected diseased tissue samples to an appropriate diagnostic laboratory.

Agency	Functions
Wisconsin Historical Society	• Identify previously undiscovered cultural and historic resources in an affected area. • Assist with appropriate treatment of inadvertent discovery of human remains through ground disturbing activities associated with clean up. • Advise on proper treatment options and strategies to avoid, minimize, or mitigate damage caused by disaster or post-disaster activities.
Department of Military Affairs: Wisconsin National Guard	• Provide containment and quarantine assistance to prevent the spread of plant and animal disease, as appropriate. • Provide incident security and traffic control, including management of approved entry to a site. • Provide additional support within the mission and capability of the WING.
Department of Transportation: Wisconsin State Patrol	• Provide incident security, including management of approved entry and exiting to a site, law enforcement, and traffic control, as appropriate. • Provide assistance implementing stop movement orders. • Provide containment and quarantine assistance to prevent the spread of foreign animal and plant diseases. • Provide security protection to responders and persons within the quarantine area. • Provide additional communications resources. • Coordinate the local, state, and federal law enforcement response, as appropriate. • Assist in the coordination and transportation of suspected diseased tissue samples to an appropriate diagnostic laboratory.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions

American Red Cross	• Coordinate sheltering operations with feeding operations at specified sites.
	• Identify and assess the requirements for food and distribution services on a two-phase basis:
	   ○ Critical emergency needs immediately after the disaster
	   ○ Longer-term sustained needs after the emergency is over
	• Coordinate the food distribution efforts of other volunteer organizations.

Wisconsin Agro-Security Resource Network	• Facilitate industry-wide awareness and response to an animal health emergency or crisis incident involving Wisconsin agriculture. • In concert with regulatory officials, quickly disseminate scientific, accurate information to media, producers and industry groups, and consumers.

3.4. Federal Government

Table 3-4: Federal Government Functions

Agency	Functions

USDA: Animal Plant Health Inspection Services	• Provide technical resources in the response mission area. • Provide laboratory assistance through the National Animal Health Laboratory Network (NAHLN). • Provide an "Emergency Declaration", when necessary. • Provide indemnification, to include the cost of animals, and costs associated with an incident. • Collect, collate, analyze, and disseminate technical and logistical information. • Define training requirements for casual employees, volunteers, and support agencies involved in eradication operations. • Issue declaration of the disease and define the infected area and control zones. • Work with the JIC to prepare information for dissemination to the public, media, producers, processors, and transportation industry. • Allocate funding for compensation to the owner of destroyed animals. • Restrict payment of compensation in cases of violation. • Consult with state and local authorities regarding eradication operations.
USDA: Food Safety and Inspection Services	• Control products suspected to be adulterated. • Issue plant closures. • Conduct food borne disease surveillance and field investigations.
USDA: Food Nutrition Services	• Coordinate the determination of nutrition assistance needs. • Obtain appropriate food supplies. • Arrange for delivery of supplies. • Authorize disaster food stamps. • Coordinate with states to release their USDA foods supplies to feed people at shelters and mass feeding sites or to distribute USDA foods to households, as appropriate. • Coordinate the replenishing of a state's USDA foods supplies from other states or from USDA foods inventories, when necessary. • Seek authorization from the Secretary of Agriculture for special funding to buy or replenish USDA foods stocks.
USDA: Farm Service Agency	• Administer the State Emergency Board, which works with Wisconsin Emergency Management requesting county disaster declarations. • Administer assistance programs to producers when an emergency or disaster declaration is made, including disaster assistance program and farm loan programs.
United States Department of Health & Human Services: Indian Health Service	• Support coordination with tribal health authorities.
United States Department of the Interior: Agency as a whole	• Conduct resource assessments. • Provide the response resources of the National Interagency Fire Center (e.g., incident management teams, communications equipment, etc.).
United States Food and Drug Administration: Agency as a whole	• Provide technical assistance in the response mission area. • Provide laboratory assistance through the Food Emergency Response Network (FERN).

4. Supporting Documents

4.1. Attachments

4.1.1   Animal Disaster Response

4.2. Memoranda of Understanding

4.2.1   Department of Health Services/Division of Public Health

4.2.2   Letter of Understanding between Department of Public Instruction and American Red Cross Badger and South Central Wisconsin Region

4.3. Agency-Specific Plans and Procedures

4.3.1   Agrichemical Spill Response and Management Plan

4.3.2   Emergency Communications Plan, developed by the Communication Officers of State Departments of Agriculture (COSDA)

4.3.3   Food Safety Response Plan

4.3.4   Foreign Animal Disease Response Plan

4.3.5   Plant Industry Emergency Response Plan

4.4. Federal Response

4.4.1   National Response Framework, Third Edition, June 2016

4.4.2   Emergency Support Function #11 – Agriculture and Natural Resources Annex, June 2016

Table 4-1: Record of Change

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Attachment 1

Animal Disaster Response Plan

Animal Disaster Response Plan

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List of Tables

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Agriculture, Trade and Consumer Protection (DATCP)
Wisconsin Governmental Support Agencies	Department of Children and Families (DCF) Department of Health Services (WI DHS) Department of Natural Resources (DNR) University of Wisconsin Extension (UW-Extension)
Non-Governmental Support Organizations	Adventist Community Services (ACS) American Red Cross (ARC) American Veterinary Medical Association Veterinary Medical Assistance Teams (AVMA VMAT) National Animal Rescue & Sheltering Coalition (NARSC) DATCP Wisconsin Animal Response Corps (WARC) Wisconsin Veterinary Medical Association (WVMA)
Federal Coordinating Agency	Federal Emergency Management Agency (FEMA)
Federal Supporting Agencies	U.S. Department of Health & Human Services (HHS) HHS National Veterinary Response Teams (NVRT) U.S. Department of Agriculture (USDA)/Animal Plant Health Inspection Services (APHIS),Veterinary Services USDA/APHIS, Animal Care USDA/APHIS, Wildlife Services

1. Introduction

1.1. Purpose

To coordinate agencies and organizations in supporting local and volunteer response and recovery operations for animals affected by a natural, technological, or human-caused disaster when local capabilities are overwhelmed.

1.2. Scope

1.2.1. Response

    1.2.1.1. Assessment

    1.2.1.2. Control and eradication or control foreign animal disease

    1.2.1.3. Search and rescue

    1.2.1.4. Collection of stray animals

    1.2.1.5. Evacuation and shelter (including tracking) of evacuated household pets

    1.2.1.6. Zoo and sanctuary animal issues

    1.2.1.7. Veterinary medical care and assistance

    1.2.1.8. Human health risks

    1.2.1.9. Coordinate public information for response activities

1.2.2. Short-Term Recovery

    1.2.2.1. Reunification of animals and owners

    1.2.2.2. Placement of abandoned animals

    1.2.2.3. Disposal of animal carcasses

1.3. Definitions

1.3.1. Household pet

A domesticated dog, cat, bird, rabbit, rodent, or turtle that:

    1.3.1.1. Is traditionally kept in the home for pleasure rather than for commercial purposes.

    1.3.1.2. Can travel in commercial carriers.

    1.3.1.3. Can be housed in temporary facilities.

    1.3.1.4. Does not include reptiles (except turtles), amphibians, fish, insects, arachnids, farm animals (including horses), or animals kept for racing purposes.

1.3.2. Service animal

    1.3.2.1. The American with Disabilities Act of 1990 (ADA), as amended, defines a service animal as a dog of any breed or size, or a miniature horse that is individually trained to do work or perform tasks for an individual with a disability.

    1.3.2.2. Wisconsin state law expands this definition to include guide dog, signal dog, or other animal that is individually trained or is being trained to do work or perform tasks for the benefit of a person with a disability, including:

        (1) The work or task of guiding a person with impaired vision

        (2) Alerting a person with impaired hearing to intruders or sound

        (3) Providing minimal protection or rescue work

        (4) Pulling a wheelchair

        (5) Fetching dropped items

    1.3.2.3. The crime deterrent effects of an animal´s presence and the provision of emotional support, well-being, comfort, or companionship do not constitute work or tasks for the purposes of these definitions.

    1.3.2.4. Qualified disabilities include physical, sensory, psychiatric, or other mental disability.

    1.3.2.5. Service animals must be allowed entry into the shelter when the prospective shelter resident with a disability reports to staff that "this is my service (assistance or disability) animal".

1.3.2.6. Where a county or tribe has not adopted an expanded definition of service animal, apply the reasonable modification policy if an individual with a disability presents with an alternate species of service animal.

1.3.3. Livestock

Those domesticated species of animals used for human food or fiber or those species of animals used for service to humans, including:

1.3.3.1. Bovine animals

1.3.3.2. Equine animals

1.3.3.3. Goats

1.3.3.4. Poultry

1.3.3.5. Sheep

1.3.3.6. Swine other than wild or feral swine

1.3.3.7. Farm-raised deer

1.3.3.8. Farm-raised game birds

1.3.3.9. Camelids (e.g., llamas, alpacas, and camels)

1.3.3.10. Ratites (e.g., ostriches or emu)

1.3.3.11. Farm-raised fish

1.3.4. Exotic animal

An animal non-native to Wisconsin.

1.3.5. Any animal:

1.3.5.1. Of a feral nature

1.3.5.2. normally found in the wild in Wisconsin

1.3.5.3. not a domestic animal native to Wisconsin

1.3.6. Captive wildlife

Native or non-native undomesticated animal held in a controlled environment designed to prevent the departure of wildlife from the controlled environment.

1.4. Policies

1.4.1. The Pets Evacuation and Transportation Standards Act of 2006 amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster.

1.4.2. Under the Americans with Disabilities Act (ADA):

    1.4.2.1. Individuals with disabilities must be permitted to be accompanied by their service animals in all areas of a place of public accommodation where members of the public, program participants, clients, customers, patrons, or invitees are allowed to go.

    1.4.2.2. Service animals must be allowed entry into the shelter when the prospective shelter resident with a disability reports to staff that "this is my service (assistance or disability) animal".

1.4.3. There is no statutory authority in Wisconsin to forcibly evacuate persons and their pets from their residences, but once evacuated, authorities may restrict re-entry to specific hazardous areas. Residents who refuse to evacuate should be informed that:

    1.4.3.1. Future opportunities to evacuate may not exist.

    1.4.3.2. Emergency response services within the evacuated area may become unavailable.

    1.4.3.3. Return to the evacuated area may be restricted or prohibited.

1.4.4. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) provides guidance in the reception and management of service animals in emergency shelters.

1.4.5. The State of Wisconsin does not provide shelter for displaced captive wildlife. Owners of captive wildlife facilities should develop their own emergency plans.

1.4.6. WEM endorses the National Mass Evacuation Tracking System (NMETS) as the system of choice for tracking evacuated residents, their pets, and their belongings.

2. Concept of Operations

2.1. Mobilization

2.1.1. Initial awareness of the need for local animal disaster response support generally originates from one of the following sources:

    2.1.1.1. Local responders, Emergency Support Function (ESF) 11 personnel, or emergency management who notify:

        (1) WEM Duty Officer (DO), who contacts:

        (2) DATCP Division of Animal Health (DATCP/DAH), State Veterinarian's Office.

    2.1.1.2. Situational awareness in the event the SEOC is at Level 3 or higher, which may drive mobilization considerations in advance of a local request for support.

2.1.2. Upon notification, the State Veterinarian's Office:

    2.1.2.1. Completes an assessment to identify thresholds for action.

2.1.2.2. May mobilize one or more of the following:

(1) Wisconsin Animal Reserve Core (WARC) team(s)

(2) DATCP Incident Management Team

(3) AVMA Veterinary Medicine Assistance Team(s)

(4) NARSC Support

(5) Emergency Management Assistance Compact (EMAC) support

2.1.2.3. May activate the Agency Coordination Center (ACC).

2.1.2.4. May consider hotline mobilization.

2.2. Organization

2.2.1. County animal disaster response authorities, in coordination with the county emergency management plan and the EOC Incident Command System (ICS), retain operational authority of ESF 11-related response and recovery.

2.2.2. DAH State Veterinarian's Office, coordinates the Animal Disaster Response Plan via ESF 11 through the Human Services Branch of the Operations Section at the SEOC (See Figure 1: Animal Disaster Response ICS Organization).

2.2.2.1. Provides support, technical assistance, and coordination assistance to the local and regional emergency animal disaster response.

2.2.2.2. Alerts supporting state agencies, as needed.

2.2.2.3. Generates lists of appropriate credentialed animal health care providers from relevant registries, as needed.

2.2.2.4. Initiates the formation of a needs assessment team in the early stages of the response to:

(1) Anticipate, project, categorize, and quantify response and recovery needs of displaced animals.

(2) Coordinate with the Planning Section and ESF 7 in developing and maintaining situational awareness of the need for and status of volunteer and donations management operations.

(3) Coordinate with ESF 14 to identify and address unmet needs.

2.2.2.5. Assists county staff in obtaining emergency federal aid.

2.2.3. All federal assistance for animal care must be requested by DATCP and must be coordinated through the Animal Disaster Response Plan.

2.2.4. The field response organization to a disaster affecting animals would likely resemble the following chart.

Figure 2-1: Animal Disaster Response ICS Organization
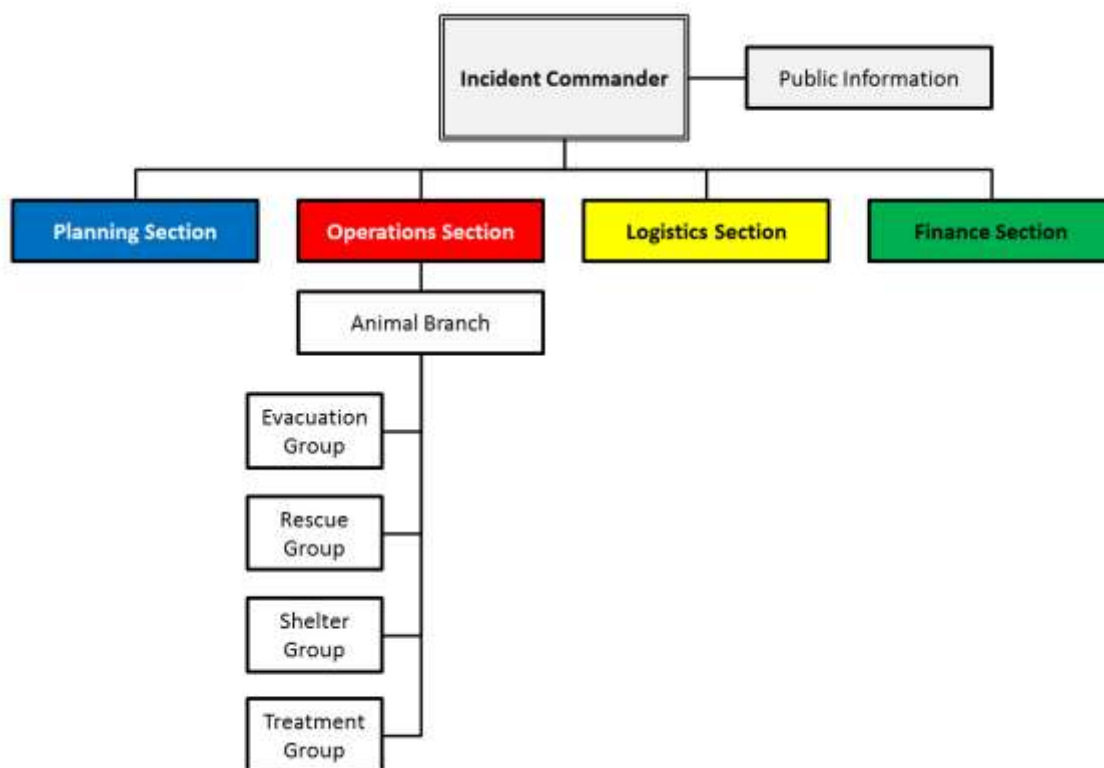
2.3. ESF Activities

The Wisconsin Emergency Response Plan (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 responsibilities that are unique to ESF 11 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
• Through the incident command system, maintain situational awareness of all animal shelter facilities and confinement areas.	DATCP WI DHS DCF DMA/WEM
• Coordinate with ESF 15 to inform the public about animal-related disaster operations, including: ○ Evacuation options and responsibilities of animal owners. ○ Recovery actions for domestic animals. ○ How to report animal needs and incidents observed in the community. ○ Donations needed by responding organizations.	DATCP DMA/WEM ACS

Action Item	Agency
• When feasible, assist counties in identifying suitable just-in-time facilities for shelters and confinement areas. • Assess the need for and coordinate the acquisition of field support personnel and resources. • Provide guidance regarding animal health and welfare issues.	DATCP
• Coordinate the animal medical services needed for animal shelter and confinement as well as decontamination areas with support agencies.	DATCP WI DHS VMAT
• Coordinate identification and management of storage sites and staging areas for animal food and medical supplies.	DATCP DMA/WEM ACS NARSC
• Coordinate with ESF 7 to acquire volunteer and donations support.	DATCP DMA/WEM WI DHS ACS

ESF 11 short term recovery activities should be initiated at the earliest opportunity. They are likely to overlap with response activities before fully transitioning to recovery activities.

Table 2-2: Short Term Recovery Activities

Action Item	Agency
• Coordinate short term recovery activities with ESF 14 Short-Term Community Recovery and Mitigation. • Facilitate transition from response activities to recovery activities and the State of Wisconsin Recovery Plan, as needed.	DATCP DMA/WEM
• Coordinate animal-related damage assessment through the counties.	DATCP UW-Extension DMA/WEM VMAT
• Coordinate with ESF 1, ESF 3, and ESF 8 for the removal and proper disposal of animal waste and dead animals.	DATCP DNR DMA/WEM WI DHS
• Provide support for reunification of sheltered evacuees with their service animals and household pets.	DATCP WI DHS DCF American Red Cross Local
• Provide support for long-term maintenance, placement, or disposition of animals that cannot be returned to their normal habitat or their owners.	DATCP Local
• Provide support for documentation of animal treatments, injuries, losses, and other impacts.	DATCP UW-Extension AVMA NARSC

Action Item	Agency
• Provide guidance for reimbursement of disaster-related costs.	DATCP DMA/WEM Local

3. Agency Responsibilities

3.1. Lead Coordinating Agency – Department of Agriculture, Trade & Consumer Protection

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Agriculture, Trade & Consumer Protection: Division of Animal Health - State Veterinarian's Office	• Ensure the availability of resources for the disaster. ○ Coordinate and provide information on the availability of resources from other states, the federal government, and non-governmental organizations. • Assist local disaster coordination with training and preparation of animal disaster responders. • Support carcass disposal operations.
Department of Agriculture, Trade & Consumer Protection: Wisconsin Animal Response Corps	• Provide response support.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Children & Families	• Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan.
Department of Health Services	• Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan. • Provide support in decontaminating animals. • Provide support in diagnosing, preventing, and controlling zoonotic diseases (e.g. rabies) and other animal-related conditions of public health significance.
Department of Natural Resources	• Support carcass disposal operations. • Conduct assessment of lost or escaped captive wildlife.
University of Wisconsin-Extension	• Identify and educate commercial and non-commercial animal owners on animal emergency safety and animal emergency needs for food, water, power, etc. • Assist in animal-related damage assessment.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
Adventist Community Services	• Provide coordination and support for donations management of animal-related resources.
American Red Cross	• Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan.
American Veterinary Medical Association	• Provide early damage assessment personnel to assist in determining what resources may be needed from outside the state. • Provide basic volunteer treatment teams to augment local capabilities.
National Animal Rescue & Sheltering Coalition	• Provide a single NARSC point of contact to incident command. • Through NARSC member agencies, provide technical assistance and coordination for assessment, logistical support, shelter, evacuation, transportation, rescue, sheltering, and reunification of animals.
Wisconsin Veterinary Medical Association	• Provide education and outreach to volunteer veterinarians and technicians to assist in animal disaster response and recovery.

3.4. Federal Support Agencies

Table 3-4: Federal Support Agencies Functions

Agency	Functions
Federal Emergency Management Agency:	• Provide multi-agency coordination and support.
United States Department of Health & Human Services: National Veterinary Response Teams	• Provide infrastructure assessment. • Provide support for sheltered, working, and laboratory animals. • Provide primary care for large and small animals. • Request regional emergency coordinators through ESF 8.
United States Department of Agriculture: Animal Plant Health Inspection Services	**Animal Care** • Provide coordination for disaster animal response and sheltering, in coordination with FEMA. **Veterinary Services** • Provide technical assistance and support, as requested and appropriate. **Wildlife Services** • Provide technical assistance and support as appropriate related to capture or depopulation of wild or captive wild animals.

4. Supporting Documents

4.1. Federal Legislation

4.1.1. Americans with Disabilities Act of 1990, as amended

4.1.2. Pets Evacuation and Transportation Standards Act

Table 4-1: Record of Change

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Lead Advisory Agencies	Public Service Commission of Wisconsin (PSC)/Office of Energy Innovation (OEI)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade & Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Safety & Professional Services (DSPS) Department of Transportation (WisDOT) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Regional Energy Organizations	Midwest Independent Transmission System Operator, Inc. (MISO) Midwest Reliability Organization (MRO) North American Electric Reliability Corporation (NERC)
Federal ESF Coordinating Agencies	Department of Agriculture (USDA) U.S. Army Corps of Engineers (USACE) Department of Energy (DOE) Federal Emergency Management Agency (FEMA) Department of the Interior (DOI) Department of State (DOS) Department of Transportation (US DOT) Federal Energy Regulatory Commission (FERC) Environmental Protection Agency (EPA)

1. Introduction

1.1 Purpose

The purpose of this ESF is:

1.1.1 To provide state support to federal, state, local, and tribal governments responding to natural or manmade disruptions of energy supplies and distribution.

1.1.2 To support energy providers responding to energy outages, particularly in cases where life, safety, property, or the environment may be damaged or destroyed.

1.1.3 To provide for the effective use of available electric power, natural gas, coal, and petroleum products in ways that meet essential needs and facilitate restoration of energy systems affected by an emergency incident.

1.1.4 To enable state agencies and other emergency management partners to determine the extent of an energy emergency along with the appropriate response measures.

> *Nuclear energy incidents response along with information related to nuclear energy is not a part of this ESF but is included in the Radiological/Nuclear Incident Plan Annex of the Wisconsin Emergency Response Plan.*

1.2 Scope

1.2.1   ESF 12 describes roles and responsibilities among state agencies during incidents involving energy.

1.2.2   ESF 12 is applicable to all state departments and agencies with statutory responsibilities and assets to support state, local, and tribal response to actual or potential energy emergencies.

1.2.3   While the cause of an energy emergency and the energy types involved may vary significantly from incident to incident, energy emergencies typically fall under the two general categories below. ESF 12 is applicable to both types of energy emergencies:

    1.2.3.1   Resource shortages (e.g. propane, natural gas, vehicle fuel, etc.)

    1.2.3.2   Long-term power outages impacting a large population, area, or critical infrastructure assets.

1.3 Policies

1.3.1   For the purposes of this ESF, the term "energy" in energy emergency applies to all forms of energy, including electrical power, natural gas, petroleum, coal, and nuclear energy.

1.3.2   Section 196.029 of the Wisconsin Statutes authorizes the Governor to declare an energy alert.

    1.3.2.1   Once an energy alert is declared, the OEI may compel energy producers, importers, or sellers to furnish information on existing and future fuel supplies along with anticipated fuel demands.

    1.3.2.2   Electricity, natural gas, and wood fuels are excluded from this authority. In addition, under § 196.025(7)(a)3. of the Wisconsin Statutes, the OEI is to "prepare and maintain contingency plans for responding to critical energy shortages so that when the shortages occur they can be dealt with quickly and effectively."

1.3.3   The *Wisconsin Energy Assurance Plan (EAP)* prepared and maintained by the OEI provides detailed information regarding energy shortages, disruptions, and emergency operations plans and should be used as a supplement to this ESF. The EAP is an appendix to this ESF which contains more historical and in-depth information concerning energy use in Wisconsin.

1.3.4   The Wisconsin Petroleum Shortage Contingency Plan builds upon the roles and responsibilities defined in ESF-12. It includes specific procedures for implementing waivers and conservation measures which are used to respond to petroleum shortages.

    1.3.4.1   WEM will work with the PSC and the OEI in the event of a disaster that involves the state's energy resources to meet the intent of ESF 12.

    1.3.4.2   The PSC and the OEI will serve as lead advisory agencies to WEM depending on the utility services or the energy supplies that are affected by the emergency.

    1.3.4.3   The OEI will coordinate with non-regulated energy providers to provide information relevant to incident stabilization.

1.3.5   WEM will coordinate emergency-related activities with other state agencies during an energy emergency. Those state agencies with additional authority will be notified to implement their energy emergency plans.

1.3.6   If an energy emergency should occur, the Governor may ask the public to institute voluntary measures that conserve energy and ensure supply to critical facilities and functions.

    1.3.6.1   WEM coordinates with other agencies, including the PSC and the OEI, to identify the appropriate conservation measures.

    1.3.6.2   Mandatory energy reduction measures are only implemented, as necessary.

1.3.7   If allocation of energy resources is required, ESF 12 agencies will collaborate with public and private partners to ensure priority is given to life safety, incident stabilization, and protection of Wisconsin's economic and environmental interests.

1.3.8   All local plans should be compliant with the Americans with Disabilities Act and include provisions integrated throughout appropriate annexes or essential support functions for meeting the functional needs of individuals within their jurisdictions in the areas of:

    1.3.8.1   Maintaining independence – support for obtaining consumable medical supplies, durable medical equipment, service animals, and attendants or caregivers.

    1.3.8.2   Communications – adaptive communications systems to compensate for hearing, vision, speech, cognitive, or intellectual limitations, and limited English language proficiency.

    1.3.8.3   Transportation – support for individuals who cannot drive or who do not have access to a vehicle. This may include a requirement for accessible vehicles with special equipment lifts or oxygen.

    1.3.8.4   Supervision – additional support due to the loss of caregivers, family, or friends, particularly if the evacuee has dementia, Alzheimer's, or psychiatric conditions. Children separated from parents or legal guardians will present the need for

supervision. The type and amount of supervision will depend upon their age and medical condition.

1.3.8.5   Medical care –specialized professionals to assist with medical care, such as terminal or contagious conditions, intravenous therapy, tube feeding, dialysis, oxygen and suction administration, wound management, and power-dependent life-sustaining equipment.

2. Planning Assumptions

2.1.1   A significant energy outage may cause a consequential disruption to the critical infrastructure of a municipality, tribal nation, county, or state.

2.1.2   The resources required as a result of a significant energy outage may immediately exceed the resources available within local jurisdictions, tribal, county, or state governments, and may require immediate federal assistance. In particular, the following items may need to be addressed during an energy emergency:

2.1.2.1   Mass care – ability to manage and provide food and shelter to a large, displaced, and possibly contaminated, evacuee population.

2.1.2.2   Debris management – the damage and amount of debris left from the incident is so extensive that local and regional capabilities are exceeded. The type of debris may require technical assistance to deal with environmental and contamination issues.

2.1.2.3   Public information – the need for providing on-going, consistent, and clear public information may overwhelm local resources requiring additional resources. Accurate and continuous information is needed to assuage mass confusion and panic. Depending upon the scope and dimensions of the incident, there may be the need to provide information on a national scale.

2.1.2.4   Fuel distribution and resupply – the ability of local public and private sector entities to obtain fuel for backup generators may be impaired during a widespread, long-term power outage. It may be necessary to facilitate deliveries of fuel from outside the impacted area.

2.1.2.5   If natural gas is curtailed, some power generation units may switch to alternate fuel sources, including diesel and propane. In this case, a significant spike in demand will occur which must be accounted for.

2.1.3   Out-of-state incidents:

2.1.3.1   Significant energy outages outside Wisconsin could necessitate requests for Wisconsin-based resources and materials, made through the EMAC, NEMAC and other agreements by the affected state(s) or province(s) during the emergency.

2.1.3.2 Out-of-state energy emergencies could result in a large number of people being evacuated through or to Wisconsin.

2.1.4 A significant energy outage incident may occur with little or no warning, such as in the case of a cyber-attack.

3. Concept of Operations

3.1 General

The appropriate response to energy disruptions and their effects is necessary for preservation of the public health, safety, and general welfare of our state's citizens. In the event of an energy emergency, WEM, with the assistance of the PSC and the OEI, may:

3.1.1 Work with all affected stakeholders to compile estimates of the extent of damage to energy delivery systems such as pipelines, transmission lines, fuel terminals, rail lines, etc.

3.1.2 Request and analyze current information regarding energy supply and demand.

3.1.3 Identify critical demand and supply needs for critical infrastructure facilities and high risk and priority customers and producers.

3.1.4 Coordinate with other local and tribal governments and private partners to respond to the energy emergency.

3.1.5 Coordinate with other state agencies and the Governor's office to assist with the energy emergency.

3.1.6 Coordinate with energy producers, providers, and distribution entities to identify critical repair requirements.

3.1.7 Coordinate with federal, state, tribal, and local jurisdictions to establish damage repair priorities. WEM will use all sources available including the OEI's Wisconsin Energy Assurance Plan, which outlines the resources available to address energy shortages.

3.1.8 When requested, assist local jurisdictions with coordination of supply and distribution of temporary or alternate energy sources.

3.1.9 Work with PSC, OEI, and industry partners to recommend and implement appropriate conservation measures to reduce demand.

3.1.10 Share information with federal response agencies, as appropriate, to enable incident stabilization and recovery.

3.1.11 Assist with the continuity of operations both in the public and the private sector.

3.2 Mobilization Triggers

3.2.1 WEM activates ESF 12 whenever:

3.2.1.1 County, tribal, or municipal jurisdictions request state level support because locally available resources are exhausted or are likely to be exhausted.

3.2.1.2 The energy outage/shortage affects multiple counties, a wide region of the state, extended time, or adverse weather conditions cause additional safety concerns.

3.2.1.3 The energy outage/shortage requires significant aid from utility companies or other energy providers from other states.

3.2.1.4 An energy shortage or outage in another state is likely to significantly impact Wisconsin's energy supply or there is a need to coordinate significant support from Wisconsin to another state to enable recovery.

3.2.2 ESF 12 lead and supporting agencies adjust response activities based on the circumstances and severity of each incident. The Wisconsin Energy Assurance Plan lists four categories of an energy shortage (included below), which are used to identify an incident's severity. For specific information about response activities during each category of shortage, please reference the Wisconsin Energy Assurance Plan and Wisconsin Petroleum Shortage Contingency Plan.

3.2.3 Note: Exact inventory levels for all bulk storage tanks and gas stations in the state is difficult to acquire in a timely manner. In some cases, the shortage level may be determined by the resulting effects that are observable, rather than a direct inventory of supply.

3.2.3.1 Shortage Level 1 – Monitor and Alert.

(1) Signals that a level 1 shortage exists include price fluctuations, when increased demand or reduced supply in foreign and/or domestic markets causes prices to fluctuate in the state. A level 1 situation may be reached because of logistical issues that affect the propane or petroleum supply chain (including weather and unplanned outages at terminals. Industry communicates these early supply constraints with OEI. OEI recommends actions, if necessary

(2) Resulting Effects:

(A) Minor changes to normal activity occurred or are occurring, state jobbers (distributors) may experience increased waiting time at terminal supply racks.

(B) Some gasoline stations may report increased purchasing by motorists attempting to secure the lowest price gasoline.

(C) Gasoline, heating oil, natural gas, and other petroleum product prices may increase.

3.2.3.2 Shortage Level 2 – Mild Shortage.

(1) A Mild shortage typically exists when there is a 5 to 10% reduction in petroleum throughout the state that is expected to last for one week or longer. Note: It is important to examine local supply levels as a 5% shortage in total supply may represent a very significant localized shortage in part(s) of the state. It is possible that level 3 or level 4 response actions will need to be initiated locally. It is also possible that due to the timing of the shortage, no response will be necessary (i.e. consider a shortage in early spring when demand is likely to drop over the next several weeks).

(2) Resulting Effects:

    (A) Minor changes to normal activity occurred or are occurring, state jobbers (distributors) may experience increased waiting time at terminal supply racks.

    (B) Tight market conditions indicated by upward pressure on prices.

    (C) Media may feature reports about higher prices.

    (D) Gas distribution companies may curtail interruptible contract deliveries.

    (E) National and regional oil companies may begin to hold customers to contract allocation versus buy-as-needed.

3.2.3.3 Shortage Level 3 – Moderate Shortage.

(1) A Moderate shortage may be defined as a ten to fifteen percent reduction of petroleum products or natural gas supplies for three weeks or more.

(2) Damage may occur to electric transmission/distribution infrastructure or electric power is cut off to large numbers of customers from 72 hours to a week.

(3) Resulting Effects:

    (A) Prices for key fuels rise at a rate of 15% or more per week.

    (B) Natural gas supplies fall and there is heavy draw upon storage. Interruptible customers may lose service. Demand for propane may increase as it is a back-up fuel used by interruptible generation units, as is fuel oil.

    (C) Driver hours increase dramatically as fuel is drawn from terminals at more distant locations.

    (D) National media begins reporting an "energy crisis" and accusations of price gouging.

    (E) Public starts losing patience with inconvenience.

    (F) Economic impact is felt, particularly in retail commerce.

(G) Low-income advocates demand assistance and volunteer programs accelerate.

(H) Inside the City Gate, curtailment may expand beyond interruptible customers to firm customers.

(I) Bulk customers report allocation at terminals across the state

3.2.3.4   Shortage Level 4 – Severe Shortage.

(1) A Severe shortage may be defined as a twenty to thirty percent and above loss of petroleum products, natural gas, or electricity for more than two weeks.

(2) Wisconsin statutes call for a declaration of an Energy Emergency if officials perceive a "serious risk to the economic well-being, health, or welfare of the citizens" of the state.

(3) Resulting Effects:

(A) Local product storage is extremely low or exhausted.

(B) Retail motor fuel, heating oil, and propane dealers receive an accelerating lower percentage of their normal fuel allocation or contract volumes and have difficulty maintaining contract delivery. Petroleum tanker trucks experience long wait times at petroleum/propane terminals or are driving longer distances to out-of-state terminals to obtain fuel supplies.

(C) Firm natural gas supplies fall well below normal. All Interruptible gas customers have had their supply cut off.

(D) Price gouging may occur.

(E) Public safety agencies may be called upon to protect energy suppliers such as motor gasoline outlets or in some case tanker escorts.

(F) Media covers the issue daily. The public may demand mandatory conservation measures at government and commercial facilities.

(G) If occurring during winter, shelters may be needed to provide heat for some residents.

(H) Tourism and discretionary shopping are severely impacted.

(I) Danger to vulnerable citizens if normal heating/cooling is interrupted.

(J) Gasoline lines may develop.

(K) Inside the City Gate, curtailment may expand beyond interruptible customers to firm customers.

3.3 Organization

3.3.1   General:

    3.3.1.1   Electricity is distributed, by investor-owned utilities, municipal utilities, or electric cooperatives, to the individual end-users. Transmission infrastructure owners and operators are responsible for maintenance and operation of the electric transmission lines.

    3.3.1.2   Wisconsin utilizes energy from a number of sources including coal, natural gas, propane, petroleum, and other renewable resources. For a detailed overview of Wisconsin's energy usage and profile please reference Section 6 of the Wisconsin Energy Assurance Plan.

    3.3.1.3   MISO is a multi-state organization that is responsible for overseeing the operations of the electric transmission grid and dispatching generation for market participants within its regional territory. All of Wisconsin is within MISO's territory. MISO's responsibilities during emergencies that affect the bulk power system are further described in the Wisconsin Energy Assurance Plan.

    3.3.1.4   North American Electric Reliability Corporation (NERC) is the electric reliability organization (ERO) for North America, subject to oversight by the Federal Energy Regulatory Commission (FERC) and governmental authorities in Canada. NERC develops reliability standards for the bulk power systems in North America and is certified by the FERC. NERC facilitates the Electricity Information Sharing and Analysis Center (E-ISAC).

    3.3.1.5   Many end-users with high reliability needs (e.g. health care facilities, manufacturers, etc.) may have installed back-up generation, which is outside the control of the primary electric generation and distribution system. This source of electric power is largely unregulated and less accessible to control in emergencies.

3.3.2   Emergency Response:

    3.3.2.1   DMA may assign lead coordinating responsibilities to the appropriate support agency depending on the type of energy emergency.

    3.3.2.2   During an energy emergency or disaster situation, the lead coordinating agency and support agencies of ESF 12 will assign personnel to the state emergency operations center (SEOC), as appropriate.

3.4 Procedures

3.4.1   WEM, PSC, and the OEI maintain contacts within each sector of Wisconsin's energy profile in order to facilitate information sharing and enable early detection and efficient response to potential energy emergencies.

3.4.2   In the event of an actual or potential energy emergency, the WEM Duty Officer (DO) or the SEOC, contacts PSC, the OEI, and other appropriate ESF 12 agencies to discuss the response actions.

3.4.3   WEM will work with the PSC, OEI, appropriate ESF 12 support agencies, utilities, and energy providers to obtain impact and damage assessment reports, current and projected supply levels, and other information relevant to the incident. WEM may utilize conference calls or other means (e.g. WebEOC, HSIN Connect, etc.) to coordinate response efforts with various state agency and industry partners.

3.4.4   To the extent possible, energy providers will continue to provide services through their normal means during a disaster.

3.4.5   If businesses and local governments are unable to obtain fuel through their existing vendors, they should work to acquire supply from additional vendors.

3.4.6   If additional vendors are unable to deliver fuel, businesses and local governments may request assistance through their county emergency managers. Requests should be prioritized so the most critical needs are met first.

3.4.7   If county, tribal, and local governments are unable to obtain necessary resources, the SEOC, with the assistance of the OEI, will work with local petroleum suppliers and major oil companies to identify and facilitate the delivery of available petroleum fuel supplies.

    3.4.7.1   Priority will be given to requests which have life safety impacts.

    3.4.7.2   Recipients of fuel are responsible for payment and must work with the fuel provider to identify payment terms.

    3.4.7.3   For additional details see the Wisconsin Petroleum Shortage Contingency Plan

3.4.8   During significant energy emergencies which require out-of-state resources, the SEOC will coordinate with FEMA and other entities to obtain the required support.

3.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response and short-term recovery responsibilities of any agency or energy partner that serves a role in emergency management. This section defines those activities that are unique to ESF 12 and 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 3-1: Response Activities

Action Item	Agency
• Serve as the lead coordinating agency in the event of an energy emergency or designate the appropriate state support agency as the lead. • Work with OEI, PSC, and energy providers to identify potential shortages and their cause. • Coordinate industry and other state agencies to identify waivers, variances, conservation measures, and other response measures which will help reduce the duration and severity of the energy emergency. • Support local response efforts through the State Emergency Operations Center and Duty Officer System • Identify the need for federal ESF-12 support and take appropriate actions to facilitate requests for assistance with FEMA and other federal partners. • Provide liaisons to county and local emergency operations centers, as needed. • Coordinate with public and private partners to ensure first responders and other critical response assets have the fuel necessary to respond to potential hazards during an energy emergency. • Coordinate statewide municipal, private, and federal emergency supplemental energy and utility resources, as requested. • Recommend, in accordance with the Governor's emergency powers under § 323.12(4) of the Wisconsin Statutes, priorities among users if adequate energy resources are not available to meet all essential needs. • Minimize impact of an energy emergency by gathering information from the lead advisory agencies and private partners about energy availability and distribution issues • Coordinate with the PSC and OEI to notify the Governor when conditions exist or are anticipated that might warrant the declaration of a statewide or localized energy supply alert or emergency. • Administer energy allocation and curtailment programs in accordance with federal programs and with the Governor's statutory emergency powers. • Coordinate with the Governor's office, PSC, OEI, and other state agencies on public information per ESF-15. • Coordinate with the PSC in the development of an inventory of available state energy and utility resources.	DMA/WEM

Action Item	Agency
• Lead coordination with state agencies to implement mandatory conservation measures approved by the Governor. • Compile initial damage and operational capability information from the petroleum industry to assess the need for state or federal assistance. • Provide liaison officers to the SEOC during significant shortages and outages, as necessary. • Maintain liaison with federal government entities and neighboring states to monitor energy resources and supplies. • Host coordination calls with petroleum sector partners to identify supply status, operational issues, and other needs. • Brief SEOC and state leadership on status of petroleum industry, as necessary. • Coordinate with petroleum sector associations and organizations to share operational information. • Coordinate with appropriate state PIOs to ensure accurate public information is distributed regarding the energy emergency. • Identify energy, utility, and petroleum resources that are in short supply and are necessary for the health and safety of the population. • Implement contingency plans for responding to critical energy shortages. • Administer energy allocation and curtailment programs in accordance with federal programs and with the Governor's statutory emergency powers. • Assist WEM with coordinating supply and distribution of temporary or alternative energy sources. • Maintain contact with petroleum, energy, and transportation stakeholders throughout the state and the Midwest region.	OEI
• Work with state agencies to implement mandatory conservation measures approved by the Governor, if necessary • Provide information to the SEOC regarding the status of energy infrastructure damage, supply adequacy, and market situation. • Provide the SEOC with the location, extent, and restoration status of energy supply outages or disruptions. • Assist WEM to assess the supply and distribution of temporary or alternate energy sources applicable to electric and natural gas services. • Maintain contact with electric and natural gas utility contacts throughout the state and Midwest region. • Compile damage assessment estimates from electric and natural gas utilities under state statutes and administrative rules. • Provide staff to the SEOC and coordinate public information with the JIC, as necessary.	PSC

Action Item	Agency
• Monitor highways that may provide key truck transportation routes for the delivery of energy (i.e. oversize/overweight coordination and approvals, exempting fuel oil and coal shipments for the duration of the incident) that may require granting exemptions in emergencies. • Coordinate with OEI to determine if weight limits and/or hours of service should be waived per state and federal laws. • Distribute information about approved variances and waivers to appropriate offices, including the Wisconsin State Patrol. • Provide liaison to the SEOC and incident command post, if necessary. • Provide highway operations information through the Traffic Management Center (TMC). • Coordinate the movement of coal by the railroads to the coal-powered electric generation plants or propone tank cars to terminals. • Work closely with federal, state, tribal, and local governments acting as a conduit for information related to airport, harbor, and port security. • Monitor railroads that provide key transportation services for the delivery of coal to coal-fired utilities around the state, assisting in securing routes should emergency shipments be needed.	WI/DOT
• Provide liaison officers to county and State Emergency Operations Centers during significant shortages and outages, as necessary.	Energy Industry
• Provide and assist others in providing law enforcement support in an energy emergency for security of critical facilities, equipment, and other related issues. • Enforce waivers, variances, and mandatory conservation measures, as required. • Provide and assist others in providing law enforcement support in an energy emergency for security of critical facilities, equipment, and other related issues. • Provide and assist with traffic control (e.g. detours, road closures, etc.), as required. • Monitor highways that may provide key truck transportation routes for the delivery of energy (i.e. oversize/overweight coordination and approvals, exempting fuel oil and coal shipments for the duration of the incident) that may require granting exemptions in emergencies.	DOT/WSP
• Upon activation by the Governor, provide support to law enforcement, transportation, medical, engineer, and command and control of WING forces. • Respond to secondary impacts of the energy emergency as authorized by the Adjutant General and the Governor. • When requested, assist local law enforcement and/or private sector security forces with security at critical energy infrastructure.	WING
• Provide a cadre of building, electrical, and other inspectors to assist assessment of damage when requested by the SEOC.	DSPS
• Coordinate public information concerning the energy emergency including any suggested or mandatory conservation measures	All Agencies
• Coordinate with local, state, tribal, and federal entities to minimize damage/impact to natural resources and the environment. • Monitor state waters suspected of contamination due to an energy emergency or disaster situation. • Provide staff support to the SEOC during an energy emergency, if necessary. • Provide technical assistance for the identification, containment, removal, and disposal of pollutants and hazardous materials from the environment.	DNR
• Implement Utility Coordination Group Conference Calls as appropriate during significant outages.	DMA/WEM Electric Utility Partners

Action Item	Agency
• Provide staff to the SEOC, as necessary. • Provide information on aboveground and underground storage tanks. • Activate ESF 11 for an energy emergency that leads to a response to animal health and crop safety relating to a chemical, biological, radiological, nuclear, and explosive (CBRNE) incident. • Activate ESF 11 for response to a food product that may be adulterated during an energy emergency. • Provide support to other agencies and the public during an energy emergency to ensure that consumers are protected from unfair practices (e.g., gas gouging, etc.) and certify fuel pumps are accurately delivering fuel to the consumers. • Provide fuel-related technical assistance for maintaining and listing biofuel production facilities and determine their compliance with state regulations. • Provide and direct a cadre of retail petroleum inspectors and aboveground and underground storage tank inspectors.	DATCP
• Report to the SEOC, if necessary. • Participate in the planning process for response to energy emergencies. • Provide information on business and community resources, as appropriate. • Minimize environmental and natural resources contamination from petroleum and hazardous liquid storage. • Provide a cadre of building, electrical, and other inspectors to assist assessment of damage. • Provide expedited building plan review during the recovery phase. • Provide recovery consultation services for construction recovery projects affected by the disaster or emergency.	DSPS
• Provide staff to the SEOC, as necessary. • Activate ESF 6 in order to coordinate state, county, local, tribal, and volunteer activities to aid victims of an energy emergency or disaster and assist local providers in the provision and securing of mass care, housing, economic assistance, and human services, including crisis counseling and support for citizens with access and functional needs, as necessary. • Activate ESF 8 in order to assist local agencies in responding to any impacts or threats involving health and medical services to citizens at the local and tribal level, as necessary.	DHS
• Coordinate energy emergency response with local public/private utilities. • Maintain emergency call lists of contacts for public/private utilities. • Provide updates to the SEOC, as required, regarding ESF 12 matters. • Issue evacuation orders. • Provide mutual aid to other jurisdictions, as required. • Provide support for population protection activities.	Local Governments

Table 3-2: Short-Term Recovery Activities

Action Item	Agency
• Compile additional damage and operational capability information from energy and utility companies. Update this information throughout the recovery process, as needed.	Local DMA/WEM PSC OEI
• Work with tribal, county, local governments, and private sector energy providers to identify resource needs for recovery • Coordinate resource support for energy infrastructure restoration and repair to meet essential needs.	OEI Local PSC DMA/WEM DOT

Action Item	Agency
• Recommend targeted energy conservation and efficiency programs to enhance recovery activities to the appropriate state agencies.	OEI Local PSC Partners
• Work with the federal entities to implement national emergency recovery plans at the state level.	All State Agencies
• Coordinate with support agencies to deal with long-term impacts and develop a long-term recovery plan.	OEI Local PSC DMA/WEM
• Conduct an after action review of the overall response and recovery efforts and capture lessons learned • Develop improvement plan for all lessons learned identified in after-action reviews.	OEI Local PSC DMA/WEM Partners

3.6 Regional Energy Organization Responsibilities

Table 3-3: Regional Energy Organizations

Agency	Functions
Midcontinent Independent System Operator (MISO)	• Perform bulk-electric grid Reliability Coordinator functions per federal regulations. • Determine and communicate when a capacity or energy emergency is forecasted, occurring, or has ended. • Take actions as listed in Figure 5 of the *Wisconsin Energy Assurance Plan*.
American Petroleum Institute/Wisconsin Petroleum Council	• Participate with state agencies on homeland security and energy assurance issues • Provide recommendations for response options, when applicable
Wisconsin Petroleum Marketers and Convenience Store Association	• Assist state in working with petroleum product outlets by communicating and aggregating information and special requests. • Provide a communications network to its membership. • Provide training on related matters to members.
Wisconsin Propane Gas Association	• Provide communications and training to members. • Represent the industry to appointed and elected officials. • Provide OEI and WEM with updates about the status of propane throughout Wisconsin and provide response options. recommendations.
Municipal Electric Utilities Association	• Represent the industry to appointed and elected officials. • Assist with distribution of emergency response and recovery information to member utilities.
Wisconsin Electric Cooperative Association	• Represent the industry to appointed and elected officials. • Assist with distribution of emergency response and recovery information to member utilities.

3.7 Federal ESF Coordinating Agency Responsibilities

Table 3-4: Federal Coordinating Agencies

Agency	Functions
U.S. Army Corps of Engineers, 249th Engineer Battalion	• Assist with preparedness activities. • Provide technical expertise and perform assessments to determine generation needs at critical facilities. • Support emergency power needs at critical public facilities in support of FEMA.
Department of Energy	• Coordinate the federal ESF 12 response. • Assist in obtaining emergency delivery of various fuel products.
Federal Energy Regulatory Commission	• Develop rules related to the construction and operation of interstate gas pipelines along with business practices. • Regulate natural gas transportation and rates. • Oversee the development of mandatory electric reliability and security standards along with ensuring compliance by users, owners, and operators of the bulk power system. • Regulate oil rates and transportation. • Maintain an enforcement hotline for the public to report abuse of market power (http://www.ferc.gov/enforcement/staff-guid/enforce-hot.asp).

4. Supporting Documents

4.1 Agency-Specific Plans and Procedures

4.1.1 Wisconsin Energy Assurance Plan, Wisconsin State Energy Office, June 2013.

4.1.2 Wisconsin Petroleum Shortage Contingency Plan, November 2019

4.2 References

4.2.1 PSC Publications, http://psc.wi.gov/thelibrary/publications.htm

4.2.2 State Energy Assurance Guidelines version 3.1, December 2009, National Association of State Energy Officials

4.2.3 FEMA Region V Power Outage Annex

Table 4-1: Record of Changes

#	Date	Agency/Individual	Change
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Public Safety & Security
ESF 13

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)/Capitol Police Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Justice (WI DOJ) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) University of Wisconsin System Police Departments Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	U.S. Department of Homeland Security (US DHS) U.S. Department of Justice (US DOJ)

1. Introduction

1.1 Purpose

ESF 13 describes the capability to reduce the impact and consequences of an incident or major disaster by securing the affected area. This is done by safely diverting the public from hazards, providing law enforcement support to other response operations, and sustaining operations from response through recovery. This ESF provides support to local law enforcement when the incident or the event exceeds the capabilities of the local jurisdiction or requires specialized equipment or personnel.

1.2 Scope

ESF 13 describes how the state will support local law enforcement activities to ensure the protection of life and property along with recovery during emergency situations.

1.2.1   The first priority of this ESF is the preservation of life and property.

1.2.2   It provides for the development and maintenance of the Wisconsin Emergency Police Services (EPS) program.

1.2.3   It establishes policy direction for state public safety activities prior to and during disasters or acts of terrorism in the state of Wisconsin. These types of incidents may produce consequences that will quickly overwhelm the capabilities of local governmental units.

1.2.4   Under the direction of the Wisconsin Homeland Security Council (HSC) and the Wisconsin Department of Justice/Wisconsin Statewide Information Center (WI DOJ/WSIC), goals and strategies for Wisconsin's protection are developed. Implementation is accomplished through the involved state and federal agencies in

Wisconsin. As the lead emergency management agency in Wisconsin, WEM participates in the HSC and the WSIC.

1.3 Policies

1.3.1   The governor of the State of Wisconsin is responsible for promoting the general welfare and protection of its citizens during emergencies, both natural and man-made, including enemy attack.

1.3.2   The governor appoints the administrator of WEM with the advice and consent of the senate. The administrator serves as the director of EPS and administers the overall EPS program.

1.3.3   Powers of law enforcement officers. During any state of emergency declared by the governor or during any training program or exercises authorized by the adjutant general, any law enforcement officer, when legally engaged in traffic control, escort duty, or protective service, may carry out the functions anywhere in the state but shall be subject to the direction of the adjutant general through the sheriff of the county in which an assigned function is performed. See § 323.16 of the Wisconsin Statutes).

1.3.4   A deputy director coordinates the EPS program. The procedures that detail the coordination of the EPS program can be found in the Emergency Police Services Program Manual (Supporting Document B.1).

2. Concept of Operations

2.1 General

2.1.1   Upon notification of state emergency operations center (SEOC) elevation, a WSP representative, EPS representative, and the WING representative(s) will respond to the SEOC within one-hour of notification, based on the elevation level, to provide security-related information, planning, and emergency response capabilities to the incident commander(s) Additionally, these individuals will collect information from the various incident commanders and other ESF-13 stakeholders to determine the status of resources as they may be related to potential needs.

2.1.2   General ESF 13 functions are:

    2.1.2.1   Establish the perimeter and security of incident sites

    2.1.2.2   Protect key facilities

    2.1.2.3   Control access to incident sites and facilities

    2.1.2.4   Provide for the protection of emergency responders, other workers, and the preservation of evidence

    2.1.2.5   Control traffic and crowds

    2.1.2.6   Assist in the evacuation of the affected area

2.1.2.7 Maintain on-going law enforcement services to existing populations during the incident

2.1.3 ESF 13 will:

2.1.3.1 Support pre-incident planning activities to assist in the mitigation of threats and hazards.

(1) This includes assisting with the development of security plans and conducting security/vulnerability assessments.

(2) These plans or assessments may require deploying state and federal resources in response to specific threats or potential incidents.

2.1.3.2 Coordinate and direct requests for local law enforcement assistance. Redeploy and restage resources, as appropriate.

2.1.3.3 Assess local law enforcement and security requirements.

2.1.3.4 After evacuation efforts are completed, coordinate requests for transportation resources with other ESFs to provide the necessary local assistance.

2.1.3.5 Coordinate state law enforcement resources intended to supplement the needs of local law enforcement. State law enforcement resources may be directed to assist other agencies or volunteer entities with enforcement and security issues during disaster response and recovery.

2.1.3.6 Coordinate with support agencies to prioritize and develop strategies for a coordinated response; continually reassess priorities to address the most critical needs.

2.1.3.7 Coordinate with appropriate federal law enforcement authorities as the incident warrants. During terrorist incidents, ESF 13 coordinates and contributes support to these incidents in accordance with the Terrorism Annex.

2.1.3.8 Coordinate the procurement of specialized security resources such as traffic control devices, chemical, biological, radiological, explosive and nuclear (CBRNE) detection devices, canine units, vehicles, aircraft, and specialized law enforcement personal protective equipment (PPE). Track law enforcement resources that are committed to specific missions.

2.1.3.9 Assist with the coordination of any investigations of the incident for criminal acts and other federal and state accident requirements.

2.1.3.10 Provide ESF 1 with available support during an emergency to facilitate the movement of traffic along the state's road systems.

2.1.3.11 Coordinate the assistance which is provided by government sponsored volunteer groups and resources in support of the functions of this ESF.

2.1.3.12   In the event of civil unrest/disorder, ESF 13 will provide support for the incident when requested by local authorities.

2.2 Organization

2.2.1   Overall ESF 13 management is a responsibility of WEM as outlined in Section 1, including administrative, management, planning, preparedness, response, and recovery activities with the assistance of the supporting agencies listed.

2.2.2   The local jurisdiction agency head is responsible for law enforcement activities in the affected area unless that agency's commanding officer relinquishes command.

2.2.3   WEM will coordinate activities with other law enforcement agencies assisting the local agency commanding officer.

2.2.4   Law enforcement agencies' emergency operations are an extension of their normal functions and responsibilities. These responsibilities may be coordinated through the SEOC and the local incident command center.

2.2.5   The coordination of police mutual aid in emergency incidents is provided for through the EPS program.

2.2.6   For EPS purposes, the State of Wisconsin is divided into seven geographical areas along county lines.

2.2.7   Each area has an area director who will organize and coordinate the dispatch of resources in their mutual aid area in times of emergencies.

2.2.8   The EPS manual describes the specific structure, organization, and responsibilities of EPS.

2.3 Mobilization Triggers

2.3.1   The size or complexity of the incident exceeds the capabilities that can be brought to bear with local public safety resources.

2.3.2   Local law enforcement authorities request assistance from state or federal agencies for an incident in their jurisdiction.

2.3.3   The incident requires specialized law enforcement units or capabilities not within the scope of services that the local jurisdiction is able to provide.

2.3.4   The incident crosses jurisdictional boundaries or due to statutory requirements requires law enforcement agencies with broader authority.

2.4 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This following defines those responsibilities that are unique to ESF 13 and is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency

• Coordinate with EPS area directors who will:
  o Act as the point of contact for regional or statewide mutual aid law enforcement response.
  o Assist in coordinating local law enforcement response, as requested.
  o Coordinate with the affected county(s) for dispatching EPS resources.
  o Participate in state, county, or municipal EOCs, as requested.
  o Brief the EPS director and deputy director on status of operations.
	DMA/WEM

• When requested, coordinate assistance from other law enforcement agencies including:
  o Municipal police departments
  o County sheriff's departments
  o WSP
  o DNR Bureau of Law Enforcement
  o Other state's law enforcement agencies through interstate mutual aid agreements
  o Canadian province law enforcement through the state and province emergency management assistance compact.
  o WING through the joint operations center (JOC)
  o Federal law enforcement agencies through EMAC
• Wheninformation is available, brief HSA about ongoing active shooter/bomb incidents at educational institutions in Wisconsin.
• When information is available, update HSA about ongoing active threat situations anywhere in Wisconsin.
• Coordinate with appropriate organizations to obtain specialized security-related resources.
• Coordinate and direct requests for local law enforcement assistance.
• Monitor and assist county and local evacuation efforts.
• Assess local law enforcement and security requirements.
• Track law enforcement resources that are committed to specific missions.
• Maintain liaison with WSIC for coordination of any related information regarding the incident.
	DMA/WEM Emergency Police Services Coordinator and/or ESF-13 lead in SEOC

• Provide and operate mobile command and control centers, as requested.
• Provide interoperable communications capabilities and equipment to law enforcement and security forces through the WEM Communications Officer in accordance with ESF 2, including:
  o Portable radio repeaters on designated interoperable frequencies
  o Radio interconnection equipment (ACU-1000, etc.)
  o Portable two-way radio equipment
  o Redundant communications capabilities through Wisconsin Radio Amateur Civil Emergency Services (WI RACES) and other sources
  o Satellite telephone equipment
• Coordinate with support agencies to prioritize and develop strategies for a coordinated response; continually reassess priorities to address the most critical needs of the incident.
• Coordinate with appropriate federal authorities as the incident warrants.
• When requested and authorized, coordinate security assistance for critical infrastructure sites throughout Wisconsin.
	DMA/WEM

Action Item	Agency
• Consult Wisconsin Correctional Institution Disturbance Plans and National Guard State Correctional Institution Work Stoppage Plans to facilitate augmentation of responders, as necessary.	WI DOC DMA/WING
• Provide law enforcement support and security for state facilities, institutions, officials, and resources. • Coordinate state-owned transportation resources, as requested.	DMA/WEM DOA/CP WisDOT/WSP DMA/WING
• Coordinate with WSP in the determination of routes and control points for evacuation actions. • Direct the removal of debris on roadways for critical emergency vehicle passage. • Conduct damage assessments on the state highway system. • Provide highway routing information necessary to redirect traffic from affected areas. • Provide vehicles and coordinate equipment for road closures related to evacuation routes and perimeter security. • Coordinate the mobilization of personnel and equipment required for engineering services related to the state highway system.	DOT
• Secure correctional facilities within the affected area. • When appropriate, monitor and deploy the use of inmate strike team help in certain types of disasters. • If a facility is within the affected area, coordinate the evacuation, relocation, and transfer of staff and inmate populations to temporary detention facilities, when absolutely necessary. • Utilize trained staff to assist with the security of the affected area, if available. • Coordinate specialized equipment and heavy machinery for emergency response and or cleanup, if available. • Assist in incident command support with specially trained staff, if available. • Provide Emergency Response on-call staff, 24/7, 365 days per year.	DOC
• When appropriate, have certified officers respond to the area and provide law enforcement support (e.g. perimeter security, traffic control, escorts, other law enforcement functions) to augment local operations, as requested. • Assist in evacuation efforts. • Assist in providing security of critical facilities or shelters.	UW PD
• Provide information regarding actual or potential health threat issues affecting responding public safety staff or affected populations. • Provide guidance on appropriate personal protective equipment for use by other agencies, as requested.	DHS
• Maintain routine law enforcement functions throughout the jurisdiction during the event and into recovery. • Assist and provide security for search and rescue (SAR) units (DNR, WSP, Wisconsin Wing Civil Air Patrol (WI Wing CAP), urban SAR, and federal assets) in accordance with ESF 9. • Assist with and provide security for evacuation routes in accordance with ESF 1.	Local

Action Item	Agency
• Provide a point of contact for requesting assistance from other WI DOJ resources (e.g. crime lab/field response team, TIME system, fire investigators, and assistant attorney generals). • Gather intelligence information, which may involve coordination with the WSIC and the JTTF. • Provide investigative assistance to local authorities when requested to assist in investigating criminal matters. • Provide legal assistance to law enforcement agencies, particularly when the incident may involve criminal acts.	DOJ
• Have certified officers respond to the area and provide law enforcement support (e.g. perimeter security, traffic control, escorts, other law enforcement functions) to augment local operations, as requested. • Provide marine enforcement and security in areas involving public waterways. This may involve liaison to the USCG when ports or federal waterways are involved, such as the Great Lakes and the Mississippi River. • Assist and provide security for search and rescue (SAR) units (DNR, WSP, Wisconsin Wing Civil Air Patrol (WI Wing CAP), urban SAR, and federal assets) in accordance with ESF 9.	DNR
• Upon activation by the governor, provide general public safety and unique specialized services based upon the unit's capabilities, to assist the local authorities. • When tasked, protect critical infrastructure. • Provide rotary or fixed wing aircraft in support of ESF 13 activities. • Assist and provide security for search and rescue (SAR) units (DNR, WSP, Wisconsin Wing Civil Air Patrol (WI Wing CAP), urban SAR, and federal assets) in accordance with ESF 9. • Support civil authorities whose capacity is insufficient to meet current requirements with general purpose, specialized, or unique Guard forces or capabilities. • Assist with and provide security for evacuation routes in accordance with ESF 1.	WING
• Coordinate with WisDOT in the determination of routes and control points for evacuation actions. • Assist with evacuation efforts. • When necessary, coordinate with the WI DOC the evacuation and transfer of inmate populations in the affected area. • Coordinate the issuance and enforcement of guidelines pertaining to specific materials and motor carriers on the roadways during an emergency. • When appropriate, have certified officers respond to the area and provide law enforcement support (e.g. perimeter security, traffic control, escorts, and other law enforcement functions) to augment local operations, as requested. • Assist in providing security of critical facilities, infrastructure, and shelters.	WSP

Table 2-2: Short Term Recovery Activities

Action Item	Agency
• Assist in reentry of evacuees into the affected area(s).	Local DMA/WEM DMA/WING WisDOT/WSP
• Assist in the reestablishment of local law enforcement agency capability.	DMA/WEM

Action Item	Agency
• Maintain adequate law enforcement resources to support local operations during recovery in the affected area(s).	DMA/WEM WisDOT/WSP DMA/WING Local
• Continually assess and redeploy law enforcement resources to meet security requirements, provide necessary assistance, and address most critical needs during the recovery period.	DMA/WEM Local

3. Agency Responsibilities

3.1 Common Responsibilities

3.1.1   During non-emergency operational periods, ESF 13 provides for supporting the development and maintenance of the EPS program.

3.1.2   Under the guidelines of the HSC and WSIC, goals and strategies for Wisconsin's protection are developed.

3.1.3   Support incident management planning activities and actions to assist in the mitigation of threats and hazards.

3.1.4   Develop operational and public safety security plans along with vulnerability assessments in response to specific threats or potential incidents.

3.1.5   All agencies share in the responsibility to identify, train, and assign personnel to be familiar with and support the missions of ESF 13.

3.2 WEM EPS Deputy Director Federal Agency Interface

Federal assistance provided through the National Response Framework ESF 13 will be coordinated through the director of the EPS program or his/her designee. The EPS director will ensure that the SEOC is kept current on all issues involving the use of federal assistance.

4. Supporting Documents

4.1 Attachments

4.1.1   Wisconsin State Patrol regions map

4.1.2   Emergency Police Services Mutual Aid areas map and director listing

4.2 Agency-Specific Plans and Procedures

4.2.1   Emergency Police Service Program Manual

4.3 National Response Framework ESF 13

Table 4-1: Record of Change

#	Date	Agency/Individual	Change
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Attachment 1
Wisconsin State Patrol Regions Map

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Attachment 2

EPS Mutual Aid Areas Map
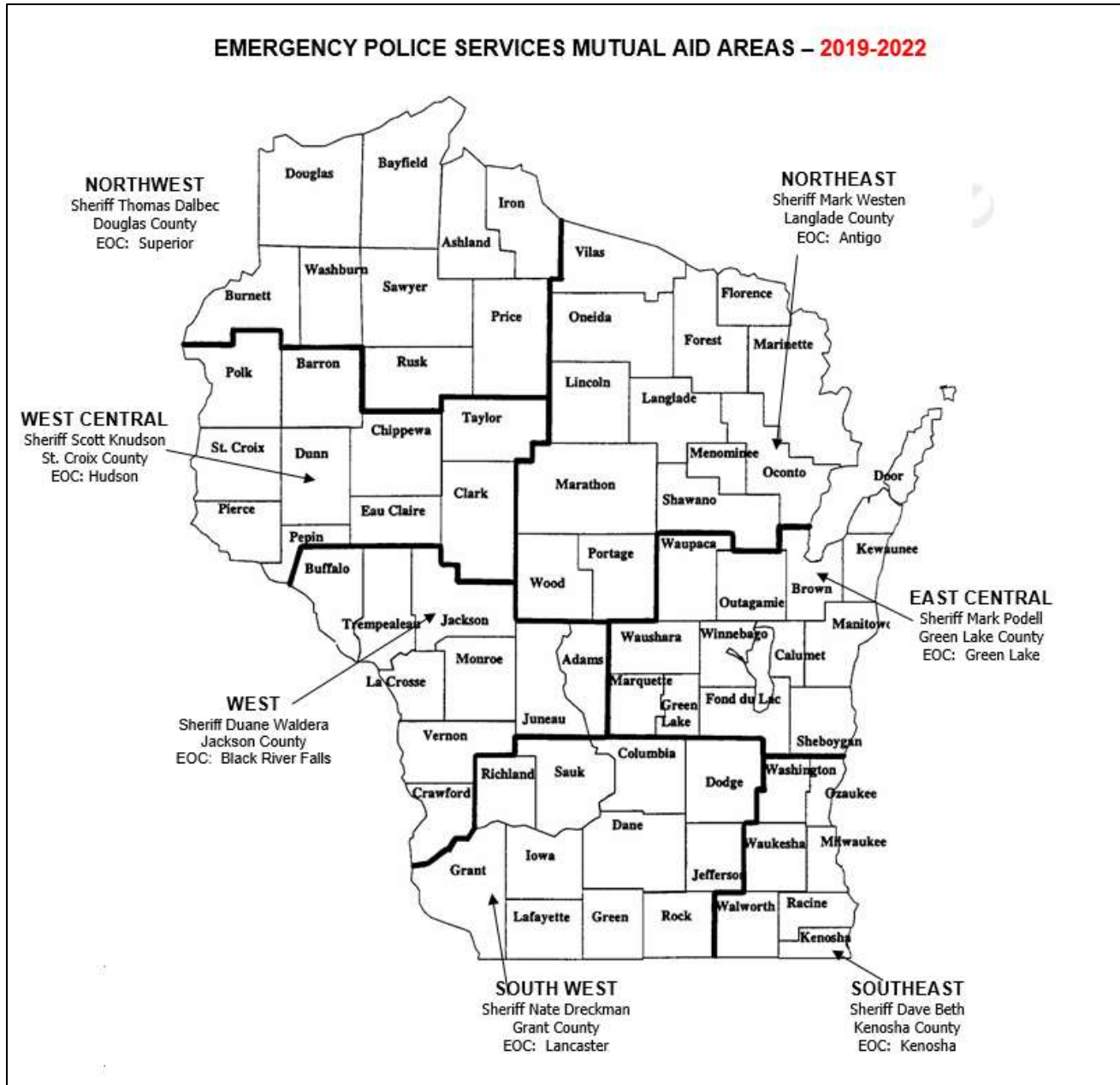
EMERGENCY POLICE SERVICES MUTUAL AID AREAS – 2019-2022

NORTHWEST
Sheriff Thomas Dalbec
Douglas County
EOC: Superior

NORTHEAST
Sheriff Mark Westen
Langlade County
EOC: Antigo

WEST CENTRAL
Sheriff Scott Knudson
St. Croix County
EOC: Hudson

EAST CENTRAL
Sheriff Mark Podell
Green Lake County
EOC: Green Lake

WEST
Sheriff Duane Waldera
Jackson County
EOC: Black River Falls

SOUTH WEST
Sheriff Nate Dreckman
Grant County
EOC: Lancaster

SOUTHEAST
Sheriff Dave Beth
Kenosha County
EOC: Kenosha

Short-Term Community Recovery and Mitigation ESF 14

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List of Tables

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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)
	Department of Agriculture, Trade and Consumer Protection (DATCP)
	Department of Children and Families (DCF)
	Department of Health Service (WI DHS)
	Department of Natural Resources (DNR)
	Department of Transportation (WisDOT)
	Wisconsin Economic Development Corporation
Non-Governmental Support Organizations	2-1-1 Wisconsin
	WI VOAD
Federal ESF Coordinating Agencies	U.S. Department of Agriculture (USDA)
	U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA)
	U.S. Department of Housing and Urban Development (HUD)
	U.S. Department of the Interior

1. Introduction

1.1. Purpose

1.1.1　To support short-term disaster recovery and mitigation for all affected individuals, families, businesses, communities, economies, and environments.

1.1.2　To promote and integrate hazard mitigation programs and resources in disaster recovery efforts, where possible.

1.2. Scope

Short-term recovery and mitigation includes:

1.2.1　Coordination of all local, state, tribal, federal, private sector, non-profit, and volunteer efforts to restore the public and private sectors to a functional, pre-incident or better state.

1.2.2　Support for the transition of impacted communities to long-term recovery efforts, as needed.

1.3. Policies

ESF 14 is shaped by the following statements and assumptions:

1.3.1　Timeliness and flexibility

Short-term community recovery and mitigation requires timeliness and flexibility in coordinating, conducting, and delivering assistance.

1.3.2   Transition from response to recovery

Short-term recovery and mitigation activities should be initiated at the earliest opportunity. They are likely to overlap with response activities before fully transitioning to recovery activities.

1.3.3   Mitigation, resilience, and sustainability

Recovery represents a unique and valuable opportunity for a community to integrate into recovery goals:

1.3.3.1. Mitigation of future risks

1.3.3.2. Enhancements to resiliency

1.3.3.3. Contributions to sustainability

2. Concept of Operations

2.1. Activation

2.1.1   Activation of ESF 14 resources may occur during response to, or in anticipation of, any natural, technological, or human-caused disasters or events that necessitate community recovery and mitigation assistance.

2.1.2   ESF 14 is managed through WEM and at the local or tribal level with additional assistance from any, or all, of the identified supporting agencies and NGO's, as may be needed.

2.1.3   Functions include, but are not limited to, the following:

2.1.3.1. Inform and advise the Governor, local officials, and other applicable state officials and agencies on short-term recovery and mitigation.

2.1.3.2. Coordination of activities as response transitions to recovery.

2.1.3.3. Assess the economic, environmental, physical, public health, and social consequences in the impacted area and coordinate efforts to address short-term community recovery needs and mitigation opportunities.

2.1.3.4. Implementation of the Wisconsin Recovery Plan and the Recovery Support Functions (RSFs) to coordinate long-term recovery and mitigation efforts, when necessary.

2.1.3.5. Implementation of the Wisconsin Hazard Mitigation Plan to coordinate short-term mitigation efforts, when necessary.

2.2. Goals

Short-term recovery goals will depend on the scope and magnitude of the event. Short-term recovery goals include, but are not limited to, any or all of the following:

2.2.1   Mass sheltering and feeding of displaced persons

2.2.2   Securing safe re-entry into affected area(s) including:

  2.2.2.1. Conducting debris removal and clean-up of primary transportation routes to support life safety missions

  2.2.2.2. Establishing safe transportation routes to allow access for emergency services and damage assessment

2.2.3   Debris removal and general clean-up

2.2.4   Complete damage assessment to infrastructure, residential, and commercial properties including:

  2.2.4.1. Activating Rapid Assessment Support Teams (RASTs)

  2.2.4.2. Inspecting buildings for structural integrity

2.2.5   Re-establishment of government operations

2.2.6   Restoring essential utilities (water, sewer, power, communication, transportation)

2.2.7   Securing of resources

2.2.8   Expanded social, medical, and behavioral health services including:

  2.2.8.1. Assessing survivors' needs: medical, psychological, and physical

  2.2.8.2. Providing emergency and temporary medical care and establish appropriate treatment protocols

  2.2.8.3. Providing behavioral health services and counseling to those that need it

2.2.9   Providing timely and accurate public messaging

2.2.10   Coordinating with 2-1-1 to provide accurate information and referrals

2.2.11   Developing and enforcing ordinances for the repair and reconstruction of damaged structures and facilities

2.2.12   Coordinating with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs)

2.2.13   Establishment or activation of long-term recovery committees to address unmet needs as the local level

2.2.14   Participation in joint preliminary damage assessments (PDAs)

2.2.15 If a federally declared disaster, opening and staffing Disaster Recovery Centers (DRCs)

2.2.16 Monitoring activities

2.2.17 Activation of the Wisconsin Recovery Task Force (WRTF)

2.3. Wisconsin Recovery Task Force

The Wisconsin Recovery Task Force (WRTF) may be activated to assist ESF 14. The WRTF is further described in Attachment 1.

2.3.1 WRTF activation triggers include, but are not limited to, the following:

2.3.1.1. Multiple counties requesting state or federal resources.

2.3.1.2. Significant damages to:

2.3.1.2.1. Critical facilities

2.3.1.2.2. Infrastructure

2.3.1.2.3. Housing

2.3.1.2.4. Businesses

2.3.1.3. Severe economic losses.

2.3.1.4. Extensive need, or anticipated need, for:

2.3.1.4.1. WI VOAD agencies

2.3.1.4.2. Crisis counseling

2.3.1.4.3. Case management services

2.3.1.4.4. Unmet needs

2.3.1.5. Federal disaster declaration, or anticipation of a federal disaster declaration, that includes Individual Assistance (IA).

2.3.1.6. Supplemental funding is provided to other federal and state agencies.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute the response, short-term recovery, and mitigation responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities unique to ESF 14 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.

3.1. Lead Coordinating Agency – Department of Military Affairs

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs: Wisconsin Emergency Management	• Participate in the joint preliminary damage assessment (PDA) process. • Support public messaging for short-term recovery and mitigation. • Coordinate with 2-1-1 to provide accurate information and referrals. • Support the re-establishment of government operations. • Secure resources for short-term recovery and mitigation. • Support the operation of Joint Field Office (JFO) in federally declared disasters. • Opening and staffing Disaster Recovery Centers (DRCs) in federally declared disasters. • Activate WRTF, as necessary. • Activate the Radiological Emergency Preparedness (REP) Recovery Workgroup of the WRTF, as necessary. • Coordination with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs).

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies

Agency	Functions
Department of Administration	• Support re-establishment of government operations.

Department of Children & Families (see ESF 6)	• Coordinate behavioral health services and counseling including:
	  o Assessing survivors' needs: medical, psychological, and physical.
	  o Providing emergency and temporary medical care and establish appropriate treatment protocols.
	  o Providing behavioral health services and counseling to those that need it.

Department of Health Services (see ESF 6)	• Coordinate behavioral health services and counseling including:
	  o Assessing survivors' needs: medical, psychological, and physical.
	  o Providing emergency and temporary medical care and establish appropriate treatment protocols.
	  o Providing behavioral health services and counseling to those that need it.

Department of Natural Resources	• Debris removal and clean-up of primary transportation routes to support life safety missions. • Debris removal and general clean-up. • Provide technical support to local governments on floodplain management issues after a disaster to determine substantially damaged structures. • Provide technical assistance to municipal wells and waste water treatment plants.
Department of Transportation	• Debris removal and clean-up of primary transportation routes to support life safety missions. • Establishing safe transportation routes to allow access for emergency services and damage assessment. • Debris removal and general clean-up.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations

Agency	Functions
2-1-1 Wisconsin:	• Coordinate with WEM and other state agencies to provide hotline disaster recovery referral services.
Wisconsin Voluntary Organizations Active in Disaster (see ESF 6)	• Assess Survivors' Needs (medical, psychological, and physical). • Secure resources for short-term recovery and mitigation. • Coordination with volunteer organizations. • Mass sheltering and feeding of displaced persons.

3.4. Federal Support Agencies

Table 3-4: Federal Support Agencies

Agency	Functions
Department of Agriculture	• Provide emergency loans for agricultural sector. • Technical assistance for agricultural market recovery. • Rural housing. • Technical assistance for resource conservation. • Technical and financial assistance for emergency watershed protection.
Department of Homeland Security: Federal Emergency Management Agency	• Participate in the joint preliminary damage assessment (PDA) process. • Establish and operate a JFO.

Department of Housing & Urban Development	• Offer assistance for:
	  o Housing.
	  o Community redevelopment and economic recovery.
	  o Public services.
	  o Infrastructure; mortgage financing.
	  o Public housing repair and reconstruction.

Department of the Interior	• Provide technical assistance in:
	  o Community planning and natural and cultural resources expertise.
	  o Community liaison for federally-owned lands and facilities.
	  o Natural hazard vulnerability analysis expertise.

4. Supporting Documents

4.1. Attachments

4.1.1   Wisconsin Recovery Task Force

4.2. Agency-Specific Plans and Procedures

4.2.1   State of Wisconsin Administrative Plan for the Hazard Mitigation Grant Program

4.2.2   State of Wisconsin Administrative Plan for the Public Assistance Program

4.2.3   State of Wisconsin Administrative Plan for Individual Assistance

4.2.4   State of Wisconsin Hazard Mitigation Plan, December 2016 (amended January 2017)

4.2.5   Wisconsin Disaster Fund Administrative Plan

4.2.6   Wisconsin Recovery Plan, May 2016

4.2.7   Wisconsin Department of Transportation Flood Damage Aids Program Guidelines & Requirements

4.2.8   Wisconsin Department of Administration CDBG-Emergency Assistance Program Implementation Handbook

4.3. Federal Support

4.3.1   National Disaster Recovery Framework, Second Edition, June 2016

Table 4-1: Record of Change

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Attachment 1

Wisconsin Recovery Task Force

Wisconsin Recovery Task Force

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1. Introduction

1.1. Creation

The Wisconsin Recovery Task Force (WRTF) was created on June 25, 2008 to coordinate state efforts in mitigation, agriculture, business, housing, human needs, and infrastructure as a result of the presidentially-declared major disaster DR-1768.

1.2. Purpose

The WRTF has evolved to serve as the state-level organization responsible for:

1.2.1. Pre-disaster recovery planning

1.2.2. Coordination of state, tribal, and federal recovery efforts

1.2.3. Maintaining readiness and capability to align state Recovery Support Function (RSF) subcommittees with the National Disaster Recovery Framework (NDRF)

1.3. Scope

1.3.1. Pre-Disaster

The WRTF will meet periodically under non-disaster conditions to advance recovery planning efforts that prepare the state, local, and tribal governments to effectively direct recovery activities, expedite a unified recovery effort, and achieve a community's disaster recovery priorities. Pre-disaster efforts may include, but are not limited to:

1.3.1.1. Engagement and ongoing dialog with recovery stakeholders regarding predisaster preparedness and recovery planning

1.3.1.2. Reviewing, revising, and updating the Wisconsin Recovery Plan to provide sound decision-making guidance (including as part of a regular plan-update cycle and following disasters)

1.3.1.3. Soliciting regular feedback from local and tribal government officials and other recovery stakeholders to ascertain if the state is adequately meeting local and tribal needs before and after disasters (including assessing post-disaster needs that exceed traditional state and federal recovery programs)

1.3.1.4. Providing and maintaining WRTF capacity for taking action through a coordinated process that is understood and accepted by participants

1.3.1.5. Increasing awareness and dissemination of recovery capabilities across the whole community

1.3.1.6. Development of a local and tribal disaster recovery plan template

1.3.1.7. Encouraging and supporting development and adoption of local and tribal disaster recovery plans, and, to the extent possible, coordinating with other

local, tribal, and regional planning initiatives (comprehensive, economic development, radiological emergency, transportation, etc.) to further enhance opportunities for community resilience

1.3.1.8. Encouraging and supporting local and tribal disaster recovery coordinators

1.3.2. Post-Disaster

The WRTF and constituent Recovery Support Function subcommittees may be partially or fully activated following a disaster declaration. Post-disaster the WRTF functions as the state-level recovery coordinating organization; assists and supports the SDRC; and serves to align the state and tribes with the federal recovery structure consistent with the National Disaster Recovery Framework. Actions and activities may include, but are not limited to:

1.3.2.1. Assisting with the transition from response to recovery and coordination of state, tribal, and federal recovery efforts

1.3.2.2. Engaging necessary resources and subject matter experts to assess economic, environmental, health, physical, and, if applicable, radiological consequences

1.3.2.3. Establishing and maintaining relationships with recovery stakeholders

1.3.2.4. Identifying and developing recovery principles and policies and incorporating short- and long-term recovery actions and activities at the local, regional, tribal, and state levels

1.3.2.5. Working with state, local, and tribal governments and non-governmental and private-sector organizations to develop recovery plans and coordinate recovery efforts

1.3.2.6. Identifying, facilitating, and coordinating the appropriate agencies, programs, and resources to support implementation of recovery plans and provide oversight to ensure continuity in program and resource delivery

1.3.2.7. Assisting with the identification and securing of funding and other resources needed to assist individuals, businesses, and communities to recover quickly, safely, and with more resilience to disasters

1.3.2.8. Identifying and facilitating resolution of policy and program issues

1.3.2.9. Working to avoid duplication of assistance

1.3.2.10. Coordinating follow-through of recovery and hazard mitigation efforts with state, local, and tribal governments as well as other involved partners

1.3.2.11. Collaborating with Wisconsin Voluntary Organization Active in Disasters on non-governmental recovery efforts

1.3.2.12. Ensuring transparency and accountability in the use of recovery funds and resources

2. Recovery Support Function (RSF) Subcommittees

The WRTF consists of RSF subcommittees representing key aspects of recovery: Agriculture, Economic, Health and Social Services, Housing, Infrastructure, Mitigation, and Radiological Emergency Preparedness (REP) Recovery Ad Hoc.

2.1. Composition

The RSF subcommittees will generally consist of representatives from a Lead Agency and one or more Supporting Agencies.

2.1.1. Lead Agency

The Lead Agency representative will serve as the Subcommittee Chair

2.1.2. Subcommittee members

Subcommittees may include additional committee members from the Lead and Supporting Agencies that:

2.1.2.1. Provide regional, state, tribal or federal level perspectives

2.1.2.2. Provide subject matter expertise relevant to pre-disaster planning and post-disaster recovery

Subcommittee members should include those individuals who are committed to the process and able to make policy decisions on behalf of the organization, or able to seek appropriate guidance and approval, when needed.

2.2. Organization

The WRTF provides a unified and collaborative operational environment for pre-disaster recovery planning and post-disaster recovery. Figure 2-2 illustrates the WRTF.

Figure 2-1: WRTF Organization
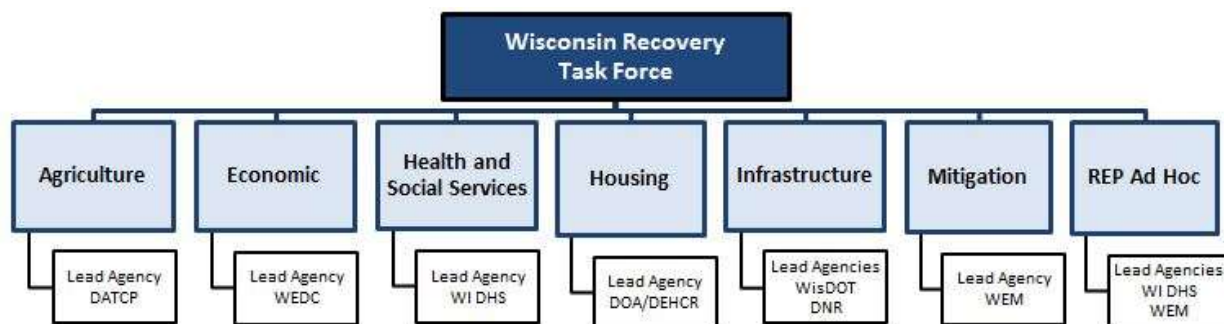
Each subcommittee is further described in the following sections.

2.3. Agriculture Subcommittee

2.3.1. Lead agency

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

2.3.2. Supporting agencies

2.3.2.1. Cooperative Network

2.3.2.2. U.S. Department of Agriculture (USDA)/Forest Service

2.3.2.3. U.S. Department of Agriculture (USDA)/Natural Resources Conservation Service (NRCS)

2.3.2.4. University of Wisconsin – Cooperative Extension

2.3.2.5. Wisconsin Housing and Economic Development Authority (WHEDA)

2.3.3. Mission

Identify impacts to the agriculture community and identify programs and opportunities to recover from the disaster.

2.3.4. Goals

2.3.4.1. Identify short- and long-term agricultural-related losses and needs resulting from the disaster.

2.3.4.2. Identify programs and opportunities to help the agricultural community recover.

2.3.4.3. Get effective information out to the agriculture community on policy, legal, and financial assistance programs following a major disaster.

2.4. Economic Subcommittee

2.4.1. Lead agency

Wisconsin Economic Development Corporation (WEDC)

2.4.2. Supporting agencies

2.4.2.1. Wisconsin Department of Administration (DOA)

2.4.2.2. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

2.4.2.3. Wisconsin Department of Natural Resources (DNR)

2.4.2.4. Wisconsin Department of Transportation (DOT)

2.4.2.5. Wisconsin Department of Tourism

2.4.2.6. Wisconsin Department of Workforce Development (DWD)

2.4.2.7. Wisconsin Housing and Economic Development Authority (WHEDA)

2.4.3. Mission

Retain, restore, and rebuild Wisconsin's businesses to ensure continued economic vitality

2.4.4. Goals

2.4.4.1. Assess the impact of the disaster on the economy

2.4.4.2. Collaborate with local, regional, tribal, and federal economic service agencies to address business needs

2.4.4.3. Assist affected businesses to keep them in business

2.4.4.4. Identify future economic opportunities

2.5. Health and Social Services Subcommittee

2.5.1. Lead agency

Wisconsin Department of Health Services (WI DHS)

2.5.2. Supporting agencies

2.5.2.1. American Red Cross

2.5.2.2. The Salvation Army

2.5.2.3. U.S. Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

2.5.2.4. Wisconsin Department of Administration

2.5.2.5. Wisconsin Department of Children and Families (DCF)

2.5.2.6. Wisconsin Department of Military Affairs (DMA)/Division of Emergency Management (WEM)

2.5.2.7. Wisconsin Voluntary Organizations Active in Disasters (WI VOAD)

2.5.2.8. Wisconsin Department of Workforce Development (DWD)

2.5.2.9. 2-1-1 Wisconsin/United Way of Wisconsin

2.5.3. Mission

Provide the resources and emotional support for families and communities to rebound from the effects of disaster through the enhanced coordination of agencies and organizations.

2.5.4. Goal

Identify and deliver resources and enhance partnerships through better coordination to solve public health and emergency service issues, both immediate and long-term.

2.6. Housing

2.6.1. Lead agency

Wisconsin Department of Administration (DOA)/Division of Housing (DOH)

2.6.2. Supporting agencies

    2.6.2.1. Couleecap

    2.6.2.2. U.S. Department of Agriculture (USDA)/Rural Development

    2.6.2.3. U.S. Department of Housing and Urban Development (HUD)

    2.6.2.4. U.S. Economic Development Administration (EDA)

    2.6.2.5. Wisconsin Department of Military Affairs (DMA)/Division of Emergency Management (WEM)

2.6.3. Mission

Address the immediate, intermediate, and long-term needs of individuals and families adversely affected by major disasters, identify gaps in existing assistance programs, and try to fill the gaps with innovative programs and resources.

2.6.4. Goals

    2.6.4.1. Identify the scope of the housing need as well as the type (e.g. temporary housing, multi-family housing, single-family housing repair, housing removal and replacement)

    2.6.4.2. Identify existing resources that can be brought to bear in addressing the needs of those adversely affected by the disaster

    2.6.4.3. Identify and work toward directing additional resources where assistance gaps occur

    2.6.4.4. Explore opportunities created by the disaster to create better affordable housing opportunities in affected communities.

2.7. Infrastructure Subcommittee

2.7.1. Lead agencies

    2.7.1.1. Wisconsin Department of Transportation (WisDOT)

    2.7.1.2. Wisconsin Department of Natural Resources (DNR)

2.7.2. Support agencies

    2.7.2.1. Cooperative Network

    2.7.2.2. Public Service Commission (PSC) of Wisconsin

2.7.2.3. Wisconsin Department of Military Affairs (DMA), Division of Emergency Management (WEM)

2.7.2.4. Wisconsin Department of Natural Resources (DNR)

2.7.2.5. Wisconsin Department of Safety & Professional Services (DSPS)

2.7.2.6. Wisconsin Department of Transportation (WisDOT)

2.7.3. Mission

Maximize and expedite relief funding to repair damaged infrastructure.

2.7.4. Goals

2.7.4.1. Review current activities to ensure all infrastructure needs are being assessed

2.7.4.2. Identify damage by infrastructure type

2.7.4.3. Identify available funding sources to pay for damage

2.7.4.4. Identify gaps in damage assessment activities and funding

2.7.4.5. Create standard format for reporting infrastructure damage, including lead agency

2.8. Mitigation Subcommittee

2.8.1. Lead agency

2.8.1.1. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)

2.8.2. Supporting Agencies

2.8.2.1. Members of the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT)

2.8.3. Mission

2.8.3.1. Assist communities during the recovery process to make their communities more disaster-resistant

2.8.4. Goals

2.8.4.1. Minimize human, economic, and environmental disruption and reduce the potential for injury and loss of life from natural, technological, and manmade hazards

2.8.4.2. Enhance public education about disaster preparedness and resilience, and expand public awareness of natural, technological, and manmade hazards

2.8.4.3. Encourage and promote continued comprehensive hazard mitigation planning and implementation of the plan

2.8.4.4. Support coordination and collaboration among federal, state, and local authorities, as well as non-governmental organizations regarding hazard mitigation activities

2.8.4.5. Improve the disaster resistance of buildings, structures, and infrastructure whether new construction, expansion, or renovation

2.9. Radiological Emergency Preparedness (REP) Recovery Ad Hoc Workgroup

It is recognized that the REP program has certain unique requirements that would need to be addressed in a radiological event. Due to these unique needs, the REP Ad Hoc Workgroup was established in the spring of 2015 and is a part of the WRTF. This workgroup is part of short- and long-term recovery planning. In a real event, the REP Workgroup would provide the radiological and scientific expertise required by the WRTF.

2.9.1. II.H.1. Lead agency

2.9.1.1. Wisconsin Department of Health Services (WI DHS)

2.9.1.2. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)

2.9.2. II.H.2. Supporting Agencies

2.9.2.1. Oneida Tribe of Indians of Wisconsin, Emergency Management Department

2.9.2.2. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

2.9.2.3. Wisconsin Milk Marketing Board (WMMB)

2.9.2.4. Wisconsin Department of Administration (DOA), Division of Housing (DOH)

2.9.2.5. University of Wisconsin-Extension

2.9.3. II.H.3. Mission

Radiological incidents with nuclear power plants.

2.9.4. II.H.4. Goals

2.9.4.1. Integrate with all-hazards planning and prepare for radiological incidents. Scientific components to be incorporated

2.9.4.2. Provide education and outreach to ingestion counties for planning, training, and exercising

External Affairs
ESF 15

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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Governmental Support Agencies	Department of Military Affairs (DMA) All other participating state agencies
Non-Governmental Support Organizations	2-1-1 Wisconsin All other participating non-governmental agencies
Private Sector Organizations	As appropriate
Federal ESF Coordinating Agencies	Department of Homeland Security (US DHS)

1. Introduction

1.1. Purpose

To provide accurate, coordinated, and timely information to the public in the event of an emergency or major disaster situation through the news media, state agency websites, press conferences, social media, and other communications means.

1.2. Scope

ESF 15 coordinates state actions to provide the required external affairs support to local, tribal, territorial, and state incident response entitites. ESF 15 integrates the components of the following:

1.2.1. Public affairs – provides a single point to collect, verify, and disseminate public information.

1.2.1.1 Provides timely and accurate information regarding the status of the emergency response.

(1) In certain law enforcement-related incidents, federal, state, tribal, and local law enforcement agencies may need to withhold or delay sensitive information from public release to protect the integrity of the criminal investigation.

1.2.1.2 Coordinates appropriate public information support to federal, state, local, county, and tribal governments.

1.2.1.3 Coordinates the release of public information from state agencies and other groups/agencies, as appropriate.

1.2.1.4 Assures the public that the state is responding to the emergency.

1.2.2. Rumor control – coordinates prompt and authoritative response or correction, or both, to trending incomplete, inaccurate, or ambiguous information related to the emergency.

1.2.3. Congressional/legislative affairs – facilitates access to disaster response information for Congressional and legislative members.

1.2.4. Joint Information Centers (JIC) ensure the coordinated release of information under ESF 15. *Note: See Attachment 1: Joint Information Center (JIC) Plan.*

1.3. Situation Overview and Planning Assumptions

1.3.1. Emergencies often create substantial public interest and considerable demand from the media for information. Providing accurate information based on confirmed reports is the appropriate response to that interest.

1.3.1.1 Assistance from communication or intergovernmental staff of federal, state, and non-governmental partners may be requested.

1.3.2. A disaster situation can cause damage to infrastructure and property, which may lead to disruptions to public safety and utility service. If utilities experience widespread outages, providing public information through phone, internet, and television outlets may be challenging.

1.3.3. To the fullest extent possible, all public information released by ESF 15 will be made available in the primary language or languages spoken by the affected community.

1.4. Policies

1.4.1. The lead public information officer (PIO) from WEM or a PIO designee from DMA coordinates ESF 15 during a disaster. Depending upon the type of disaster, however, an alternate state agency may provide the lead PIO (e.g. the Wisconsin Department of Health Services [WI DHS] during a public health emergency).

1.4.2. The governor's office has lead responsibility as the official spokesperson for state public information activities. The lead PIO coordinates with the governor's office, as appropriate.

1.4.3. ESF 15 coordinates with PIOs from federal, regional, state, local, and tribal units of government, private sector, and non-profit organizations as necessary to provide emergency public information.

1.4.4. Emergency public information activities may be managed through a Joint Information System (JIS) to coordinate and disseminate information from multiple agencies.

1.4.5. The lead PIO may enlist other state agency PIOs to serve as spokespersons on behalf of the state or on behalf of their agencies and to assist in the JIS. These activities are coordinated with the State Emergency Operations Center (SEOC) or Joint Information Center (JIC).

2. Concept of Operations

2.1. Mobilization

2.1.1. WEM public information staff will be notified of incidents that have potential state public information implications.

2.1.2. In the event the SEOC is elevated to Level 4, WEM's PIO or a designated PIO from DMA will support enhanced monitoring remotely to coordinate ESF 15.

2.1.3. In the event the SEOC is elevated to Level 3 or above, WEM's PIO or a designated PIO from DMA will report to the SEOC to coordinate ESF 15.

2.1.4. During mobilization of the SEOC, the WEM lead PIO or designee will notify other state PIOs to report to the SEOC or to a JIC.

2.2. Organization

2.2.1. In the event the SEOC has not been elevated, WEM's PIO or another designated state PIO will work with state emergency management staff and the governor's press office to issue appropriate press releases and incident reports and to conduct media interviews.

2.2.2. Depending on the severity of the situation, the governor's public affairs office will coordinate with the WEM PIO on media advisories and releases and will be available to reporters and news organizations.

2.2.3. ESF 15 may activate a JIC to coordinate and disseminate a variety of information including press releases, social media, press conferences, information for phone hotlines, and other communication tools. *Note: See ESF 15 Attachment 1: JIC Plan.*

2.2.4. ESF 15 may co-locate to the disaster area to support local public information efforts and in recovery operations may relocate to the joint field office (JFO), as needed.

2.2.5. The lead PIO along with the SEOC manager, WEM administrator, and TAG must approve all information produced by ESF 15 such as press releases, incident reports, fact sheets, and other materials.

2.2.6. The public hotline (WI-DIAL) provides a direct access to a source of official information where the public can get answers to questions, make requests, or provide comments during the response effort. The hotline also provides a feedback mechanism for response officials as an indicator of patterns, unconfirmed reports, rumors, or incomplete, inaccurate, or ambiguous information that may need to be addressed in news releases and briefings.

2.3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This following defines those

responsibilities that are unique to ESF 15 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
Public Affairs ▪ Compile information on the incident, impacts, and response operations from all available sources. ▪ Coordinate with other ESFs, agencies, and state/federal/private/tribal organizations to develop a consistent flow of information including incident reports, health advisories, and other public information releases concerning the response and recovery efforts. ▪ Inform the governor's press office, federal, state, tribal, and local officials of response activities. ▪ Provide incident-related information through the media and other sources in accessible formats and multiple languages to individuals, households, businesses, and industries directly or indirectly affected by the incident to the fullest extent possible. ▪ Monitor news coverage and social media for information related to the emergency to ensure accuracy. ▪ During media briefings and through social media and 2-1-1 Wisconsin, provide appropriate contact information for governmental agencies, non-governmental response organizations, the public hotline telephone number, and relevent website addresses. ▪ Manage news conferences and press tours of the incident area, as appropriate. ▪ Establish, staff, and operate a JIC, when appropriate. ▪ Establish and promote social media public information resources in the SEOC or JIC. ▪ Request mobilization of Wisconsin Disaster Information Assistance Line (WI DIAL), as appropriate.	DMA/WEM
Rumor Control (control of incomplete, inaccurate, or ambiguous information) ▪ Respond to questions from the public. ▪ Activate and publicize an emergency public information line/call center, as necessary. ▪ Inform the SEOC and JIC of trending rumors. ▪ Respond promptly and publically to trending rumors with authoritative information from officials/subject matter experts.	DMA/WEM
Congressional/Legislative Affairs ▪ Establish contact with state, federal, and congressional offices representing the affected area to provide information on the incident.	DMA/DMA

▪ Arrange for incident site or SEOC visits for appropriate elected officials and their staff. **Respond to legislative/congressional inquiries.**	

2.4. Wisconsin Governmental Support Agencies

Table 2-2: State Government Support Agencies

Agency	Functions
Department of Military Affairs	**Agency as a whole** ▪ Provide PIO(s) and web support to assist at the SEOC, scene, or JIC ,as requested. ▪ Provide legislative liaison(s).
All other participating agencies	**Agencies as a whole** ▪ Provide PIO(s) to assist at the SEOC, scene, or JIC, as requested by the governor, WEM, or department secretary. ▪ Assist the lead PIO by providing pertinent public information for dissemination to media sources and, as appropriate, fact sheets for distribution to the public. ○ Participate in news conferences and briefings on request. ○ Coordinate information with other PIO(s). ○ Monitor media broadcasts and articles for accuracy.

3. Supporting Documents

3.1. Attachments

3.1.1. Joint Information Center (JIC) Plan

3.2. National Response Framework ESF 15

Table 3-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
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Attachment 1

Joint Information Center Plan

Joint Information Center Plan

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1. Introduction

1.1. Purpose

1.1.1. Provide the media and the public with a single location from which to gain timely and accurate information about a particular event.

1.1.2. Establish guidance and assign responsibilities to ensure the maintenance of a State of Wisconsin emergency public information capability that disseminates accurate and timely information on potential and actual emergency incidents and major emergencies/disasters.

1.1.3. Develop and deliver coordinated interagency messages when discussing response efforts during a crisis.

1.1.4. Provide guidance to individuals staffing a joint information center (JIC), including for an incident at a nuclear power plant with the potential to affect Wisconsin.

1.2. Assumptions

1.2.1. This plan uses the word "utility" exclusively in reference to a nuclear power plant.

1.2.2. During disasters, the public and the media will need information about the situation and instruction on any protective measures to take.

    1.2.2.1 In certain law enforcement related incidents, federal and local law enforcement agencies or components of the U.S. Department of Homeland Security (US DHS) may need to withhold or delay sensitive information from public release to protect the integrity of the criminal investigation.

1.2.3. Demand for information during a major disaster will be overwhelming if sufficient staff is not provided and if staff is not trained and operating from pre-established guidance.

1.2.4. The state will use multiple channels of communication during an incident, including:

    1.2.4.1 News releases

    1.2.4.2 News conferences

    1.2.4.3 News interviews via telephone and in person

    1.2.4.4 Social media and websites

1.2.5. The local media, particularly broadcast, and all media websites will perform an essential role in providing immediate and ongoing emergency instructions and information to the public.

1.2.6. Depending on the severity of the disaster, regional and national media will also cover the story and demand information and comments from state, tribal, and local officials.

1.2.7. Depending on the severity of the disaster, telephone communication may be sporadic or impossible. Local, tribal, and regional radio and television stations without emergency power may also be off the air.

1.2.8. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) will operate a JIC during major disasters to coordinate and distribute emergency information to provide for:

1.2.8.1 Informing the public of necessary protective actions to minimize loss of lives and property

1.2.8.2 Accommodating large numbers of media representatives seeking information about the situation and response actions

1.2.9. All public information officers (PIOs) who work for state agencies as well as the public affairs officers with DMA may be asked to report to the JIC and/or the state emergency operations center (SEOC) during a disaster.

1.2.10. Staff from the University of Wisconsin system may assist at the JIC with social media.

1.2.11. The agencies participating in the JIC will share the information they have compiled with one another prior to media briefings.

1.2.12. The JIC monitors a variety of sources of news media, rumors, and trends to ensure that the public is receiving accurate information, including sources such as:

1.2.12.1 Calls received by the Wisconsin Disaster Information Assistance Line (WI-DIAL)

1.2.12.2 News broadcasts

1.2.12.3 Social media

1.2.12.4 Information received from the SEOC and county, tribal, and local emergency operations centers (EOCs).

1.2.13. The JIC promptly addresses trends and rumors in news releases or at media briefings.

1.2.14. For incidents involving a nuclear power plant utility:

1.2.14.1 The staffing of the JIC will consist of representatives from the affected utility, the State of Wisconsin, and counties within ten miles of the affected plant.

1.2.14.2 Additional representation at the JIC may consist of various federal, state, tribal, or non-governmental agencies/organizations or local governing bodies directly impacted by the incident.

2. Concept of Operations

2.1. Notification

2.1.1. Initial notification of the SEOC elevation to Level 3 or above will come from the WEM duty officer (DO) after conferring with the senior duty officer (SDO).

2.1.2. Upon notification of SEOC elevation, the WEM PIO (or designee) will report to the SEOC and, if warranted, notify other agency PIOs of the potential for JIC activation.

2.2. Mobilization – JIC for Incidents at Nuclear Power Plants

2.2.1. The State of Wisconsin may staff a JIC in the event of a nuclear power plant incident. Potential locations include:

2.2.1.1 For incidents at Point Beach Nuclear Plant (PBNP):

3060 Voyager Drive

Green Bay, WI 54311-8304

This JIC facility is owned by NextEra Energy, Inc. WEM has obtained key card access, to ensure appropriate WEM staff members can access the facility at any time.

2.2.1.2 For incidents at Prairie Island Nuclear Generating Plant (PINGP):

State of Minnesota, Homeland Security and Emergency Management

444 Cedar St., Suite 223

St. Paul, MN 55101

2.2.1.3 Other sites as necessitated by the location and nature of the incident

2.2.2. "Notification of Unusual Event" (NUE) or a non-classifiable event:

2.2.2.1 The SEOC may mobilize at Level 3 or higher at the discretion of the WEM administrator, SDO, or upon recommendation by the state radiological coordinator (SRC).

2.2.2.2 A JIC does not generally mobilize for a NUE.

2.2.3. "Alert" Emergency Classification Level (ECL) or a higher classification -- the SEOC and the JIC may mobilize at Level 3 or higher.

2.2.4. As some JICs are a considerable distance from the SEOC, PIOs representing the State of Wisconsin may deploy from other state agencies that have regional offices located near the relevant JIC to represent the State of Wisconsin/WEM.

2.2.5. Prior to JIC mobilization or arrival of state representatives to the JIC, the lead PIO from WEM may issue news releases from the SEOC. The SEOC PIO will provide copies of any media releases issued prior to JIC mobilization to other agencies at the JIC.

2.3. Mobilization –JIC for All Other Incidents

2.3.1. During major disasters, the WEM PIO will report directly to the SEOC if it is elevated to Levels 1, 2 or 3.

2.3.1.1 Depending upon the situation, the WEM PIO will activate the JIC.

2.3.1.2　Other state agency PIOs may deploy to the JIC to assist in the state response.

2.3.2.　The JIC is the point of coordination for all state news releases and other forms of information about the disaster with approval by the SEOC manager, WEM administrator and TAG before dissemination.

2.3.3.　WEM readiness levels

2.3.3.1　Level 5 and 4

(1) WEM PIO staff members are at their normal duty section, answering media calls and issuing situation reports as needed regarding an incident.

(2) The PIO works with the WEM DO, SDO, and WEM administrator as needed to gather information.

(3) The WEM website, social media, and GovDelivery disseminate information.

2.3.3.2　Level 3

(1) WEM PIO reports to the SEOC and provides public information regarding a disaster.

(2) This may include working 12-hour shifts, answering media calls, producing news releases (and in some cases situation reports), as well as updating the WEM website and social media.

(3) There may be coordination with local, tribal, federal, voluntary agency and private sector PIO's.

2.3.3.3　Level 2 & Level 1

(1) A JIC mobilizes immediately when the SEOC opens, usually in proximity to the SEOC:

(A) To maximize all information resources

(B) To gather, verify, coordinate, and disseminate large volumes of information

(2) The necessary communication links are established and provided between the JIC and the SEOC.

(3) Communication links are coordinated between JIC staff and all field PIOs.

2.4. Coordination

2.4.1.　A Joint Information System (JIS) is a network of PIOs working together via phone, email, or video-teleconference from their individual work locations or at a JIC.

2.4.2.　The JIC is a location for agency PIOs to coordinate messages.

2.4.3.　The JIC/JIS is a coherent system that may include:

2.4.3.1   State agency PIOs

2.4.3.2   Business, industry, and utility PIOs

2.4.3.3   Voluntary organization PIOs

2.4.3.4   PIOs from local, tribal, and federal government

2.4.4.   For coordination in an emergency or disaster, it is essential that emergency public information emanate from a single point to ensure consistency and authenticity.

2.4.5.   The lead state PIO, typically a WEM or DMA PIO, coordinates public information during an emergency.

2.4.6.   The lead state PIO coordinates information released with the governor's communications director and other state agencies, as appropriate.

3. Procedures

3.1. General Considerations

3.1.1.   The lead PIO and one or more assistant PIOs staff the SEOC and generate news releases.

3.1.2.   The SEOC manager, WEM administrator, and TAG must approve and sign-off on all news releases prior to distribution.

3.1.3.   Upon approval, the SEOC PIO staff sends news releases to state PIOs at the JIC for release to the media.

3.1.4.   Timely, accurate release of information is a priority for the JIC. The JIC should release information:

3.1.4.1   Within one to two hours of the SEOC and JIC leaders being informed of an incident.

3.1.4.2   As soon as possible, preferably within an hour of the incident occurring, if the public needs life safety information.

3.1.5.   The release of information may be through news interviews with media, news releases, and news conferences conveyed to the JIC in the form of:

3.1.5.1   GovDelivery

3.1.5.2   E-mail

3.1.5.3   Posting on websites and social media

3.1.5.4   Posting on a secured website such as WebEOC (for internal communications)

3.1.6.   Detailed procedural checklists appear separately within a position binder that travels with the State of Wisconsin staff upon deployment to a JIC.

3.1.7.   All staff at the SEOC, JIC, WI-DIAL, reception center, and shelter facilities share responsibility for noting rumors or trends.

3.1.7.1　Upon recognition of a rumor or a trend, staff should bring the issue to the attention of the lead spokesperson at the JIC and the lead PIO at the SEOC.

3.1.7.2　SEOC and JIC staff will take action to address the rumor or trend through a media briefing, news release, or information provided to the WI DIAL operators.

3.2. News Conferences

3.2.1.　Hold news conferences daily or as needed, including representatives from appropriate agencies.

3.2.2.　Coordinate news events with the governor's office.

3.2.3.　Requests for Disaster Response Interpreters (DRI) to provide American Sign Language (ASL) interpretation from the Wisconsin Department of Health Services will be coordinated, as needed.

3.3. News Releases and Incident Reports

3.3.1.　Update information, as necessary.

3.3.2.　Date and number all situation reports.

3.3.3.　Distribute information to the over 5000 media, legislative, congressional, and state agency recipients included in:

3.3.3.1　WEM media lists

3.3.3.2　The GovDelivery system

3.3.4.　Post information to the WEM website and the ReadyWisconsin Facebook and Twitter sites.

4. Roles and Responsibilities

4.1. JIC Logistics

4.1.1.　News conference locations

4.1.1.1　During most emergency response and recovery operations, at various locations at Department of Military Affairs/Wisconsin National Guard Joint Force Headquarters, 2400 Wright Street, Madison, WI, including but not limited to Witmer Hall and the drill floor

4.1.1.2　During an incident at a nuclear power plant, at the JIC in either Green Bay or Minneapolis

4.1.2.　Space considerations – locate JIC as near as possible to the SEOC to:

4.1.2.1　Reduce errors in transmission of information

4.1.2.2   Increase the speed with which information can be gathered, clarified, and confirmed

4.1.3.   Equipment requirements

4.1.3.1   Phones

4.1.3.2   Computers, printers, and copiers

4.1.3.3   Office supplies

4.1.3.4   TVs to monitor media

4.1.3.5   Malt Box for media for news conferences

4.2. JIC Organization Staffing

The roles and responsibilities of state agency staff, as outlined in the following chart, are scalable and flexible. When entities other than the State of Wisconsin own/manage JIC locations, the operational activities of each may vary slightly.

Table 1: JIC Roles and Responsibilities

Position	Functions
Lead Spokesperson	When the lead spokesperson is an individual other than the Lead JIC PIO: ▪ Represents the state at media briefings held at the JIC ▪ Coordinates messages with the affected private sector partners, federal government, local or tribal government, and adjacent states (if applicable) to emphasize joint agency decision-making ▪ In the event of a terrorist action, the SEOC PIO will work with the FBI and other law enforcement agencies regarding the withholding of sensitive information from public release to protect the integrity of the criminal response and evidence collection process
Lead JIC PIO	When there is not a separate individual serving as lead spokesperson, combine those responsibilities with the following: ▪ Is typically a PIO from WEM or DMA ▪ Serves as the overall coordinator/supervisor for State of Wisconsin staff located at the JIC ▪ Coordinates with the incident commander or SEOC manager ▪ Schedules PIO staff throughout an incident to meet needs ▪ Coordinates all news releases, situation reports, and social media messaging ▪ Assists with coordination of news conferences ▪ Attends daily briefings and reports PIO activities at briefings ▪ Maintains contact with the SEOC PIO throughout the duration of the activation. ▪ Coordinates with other governmental and non-governmental PIOs ▪ Handles and logs all media calls ▪ Coordinates information with WI DIAL (when operational) ▪ Keeps governor's office, WEM administrator, and TAG informed
JIC PIO (*as many as needed*)	▪ Assists the lead JIC PIO/spokesperson in carrying out all activities ▪ Upon delegation by the lead JIC PIO/spokesperson, represents the state at media briefings.

Position	Functions
	▪ Monitors news media ▪ Assists with social media monitoring as needed
Senior Web/Social Media/Media Monitoring PIO	▪ Oversees social media function (e.g. Twitter, Facebook, and website) ▪ Assists with social media monitoring and developing social media monitoring reports, focusing on trends, rumors, and possible upcoming events ▪ Reports critical social media postings to the lead JIC PIO/spokesperson and operations immediately
Social Media PIO	▪ Coordinates social media monitoring ▪ Develops social media staffing plan ▪ Produces social media messages ▪ Provides information to the lead JIC PIO/spokesperson for daily briefing reports
WEM Technical Advisor	▪ Provides technical information to the lead JIC PIO/spokesperson and assistant JIC PIOs on the WERP, and general emergency management practices, procedures, and laws in Wisconsin ▪ Assists with various administrative tasks, as necessary
Radiological Technical Advisor **(For Radiological Incidents Only)**	▪ Must have a working knowledge of the Wisconsin Department of Health Services Radiological Incident Response Plan ▪ Assists the lead JIC PIO/spokesperson and assistant JIC PIOs by serving as a technical expert for public health matters as they relate to radiation exposure ▪ Maintains contact with staff in the state radiological coordinator (SRC) room throughout the duration of the event to obtain information on dose assessment, field monitoring, health monitoring, and decontamination activities ▪ May participate in news conferences at the request of the lead JIC PIO/spokesperson to address media questions of a technical nature
Administrative Support (Working Under Various Titles)	▪ Perform a variety of functions to assist the PIOs and technical advisors, including: ○ Clerical work ○ Maintaining contact with the SEOC ○ Distributing of state and county news releases ○ Monitoring and contributing to the WebEOC event site ▪ May include sub-categories of administrative support such as: ○ Media line operator ○ WebEOC support ○ Administrative assistant

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Critical Infrastructure Annex

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture Trade and Consumer Protection (DATCP) Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Wisconsin National Guard (WING) Public Service Commission (PSC) Department of Transportation (DOT)
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA) Department of Homeland Security (DHS)

1. Introduction

1.1 Purpose

This annex describes policies, roles, and responsibilities, and the concept of operations for prioritizing, protecting, and restoring critical infrastructure and key resources (critical infrastructure) of the State of Wisconsin. This annex details processes to ensure coordination and integration of critical infrastructure-related activities among public and private emergency management partners.

1.2 Scope

1.2.1   This annex provides guidance on the response to incidents impacting critical infrastructure within the State of Wisconsin for state, local, tribal, and private sector stakeholders.

1.2.2   The annex takes an all-hazards approach to assess vulnerabilities, minimize risk, and enhance the resilience of critical infrastructure within the State of Wisconsin.

1.2.3   For the purpose of this annex, the following definitions apply:

1.2.3.1   The term "all-hazards" means a threat or an incident, either natural or manmade, warranting action to protect life, property, the environment, public health, or safety including natural disasters, cyber related incidents, industrial accidents, pandemics, acts of terrorism, sabotage, and criminal activity targeting critical infrastructure assets.

1.2.3.2   The term "critical infrastructure" means those facilities, systems, and other assets deemed vital to the public confidence and to Wisconsin. Loss or incapacity of critical infrastructure would have a debilitating impact on the state's security, public health, economy, safety, or well-being.

1.2.3.3   The term "resilience" means the ability to resist, absorb, adapt to, and recover from adverse change.

1.2.4   Determining which assets within a jurisdiction are "critical" is both art and science. Each level of government may develop criteria for what assets are considered "critical" to their jurisdiction.

1.3 Policies

1.3.1   Presidential Policy Directive 21 (PPD-21) "Critical Infrastructure Security and Resilience" makes clear the importance of the nation's critical infrastructure and provides guidelines for cooperation between state, local, tribal, and federal agencies.

1.3.2   It is the responsibility of state, local, and tribal governments, as well as private sector agencies to identify and protect their critical infrastructure assets.

1.3.3   This annex does not alter or supersede existing:

1.3.3.1   Statutory responsibilities for critical infrastructure protection, incident management, emergency management, or other related functions under the law.

1.3.3.2   Regulatory, contractual, or other legal relationships between state, local, and tribal agencies and the private sector.

1.3.3.3   International agreements, treaties, or other agreements for incident management or between the U.S. Government and other countries.

1.3.4   All levels of government should partner with private sector critical infrastructure owners, when possible, to help insure the resiliency of both publicly and privately-held critical infrastructure.

1.3.5   Emergency managers at state, tribal, county, and local levels must be aware of the presence of critical infrastructure assets in their jurisdiction.

2. Planning Assumptions

2.1.1   Critical infrastructure assets in Wisconsin are vulnerable to a number of natural, technological, and manmade threats. The WERP Basic Plan details various natural and technological hazards critical infrastructure assets are most likely to face.

2.1.2   Damage to critical infrastructure in one sector may have a cascading impact on infrastructure in other sectors.

2.1.3   Nationally, private sector entities own approximately eighty-five percent (85%) of critical infrastructure assets and the government owns approximately fifteen percent (15%).[1]

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[1] *Government Accountability Office,* The Department of Homeland Security's (DHS) Critical Infrastructure Protection Cost-Benefit Report, *June 26, 2009.*

2.1.4   Prevention, protection, mitigation, response, and recovery efforts are most effective when the public and private sectors collaborate.

2.1.5   Each level of government has different criteria for determining what qualifies as critical infrastructure.

2.1.6   Tribal, county, and local governments identify assets within their jurisdictions that are critical to their operations.

2.1.7   Assets or facilities deemed critical at the state level may not be considered critical at the federal level. Similarly, assets or facilities deemed critical at the county, tribal, or local level may not be considered critical at the state level.

2.1.8   Critical infrastructure in one sector may differ vastly from critical infrastructure in another sector. In order to accurately identify assets which are vital the state's (or other jurisdiction's) security, public health, economy, safety, and well-being, it may be neccessary to develop specific critical infrastructure criteria for each sector.

3. Concept of Operations

3.1 General

3.1.1   A wide variety of natural, technological, and human-caused threats and hazards can impact Wisconsin's critical infrastructure. This annex prompts the mobilization of state, local, tribal, and private sector entities to:

   3.1.1.1   Monitor the potential impact of natural and manmade incidents on critical infrastructure assets in Wisconsin.

   3.1.1.2   Share information regarding threats and potential incident impacts with relevant agencies (law enforcement, emergency management, etc.), as appropriate.

   3.1.1.3   Initiate response and recovery efforts for Wisconsin's critical infrastructure during natural or manmade incidents.

   3.1.1.4   Partner with other private sector and government entities to protect and facilitate recovery of critical infrastructure.

Figure 1: Information Sharing
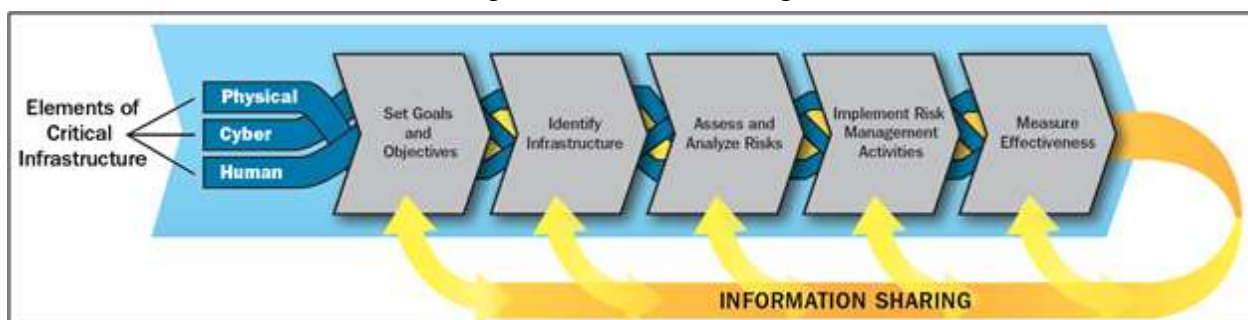
Source: 2013 National Infrastructure Protection Plan

3.2 Mobilization Triggers

3.2.1 Monitoring and information sharing activities outlined in this annex occur continuouslyand do not require a trigger for implementation. See the Wisconsin Protection Plan for additional details.

3.2.2 Response and recovery elements of this annex may be implemented when:

3.2.2.1 There is a perceived natural, technological, or human-caused threat to critical infrastructure assets within the State of Wisconsin.

3.2.2.2 Critical infrastructure assets, at any level of government, have been damaged, degraded, or destroyed, and local or tribal resources are likely to be exhausted by subsequent response and recovery activities.

3.3 Organization

3.3.1 Critical infrastructure assets fall into one of 16 sectors:

3.3.1.1 Chemical

3.3.1.2 Commercial Facilities

3.3.1.3 Communications

3.3.1.4 Critical Manufacturing

3.3.1.5 Dams

3.3.1.6 Defense Industrial Base

3.3.1.7 Emergency Services

3.3.1.8 Energy

3.3.1.9 Financial Services

3.3.1.10 Food and Agriculture

3.3.1.11 Government Facilities

3.3.1.12 Healthcare and Public Health

3.3.1.13 Information Technology

3.3.1.14 Nuclear Reactors, Materials, and Waste

3.3.1.15 Transportation Systems

3.3.1.16 Water and wastewater systems

3.3.2 Critical infrastructure is considered in every phase of the Comprehensive Emergency Response Plan. This annex pertains to response and short-term recovery activities. To find information about how critical infrastructure is identified and monitored in Wisconsin, please see the Wisconsin Protection Plan.

3.4 Response to incidents involving critical infrastructure assets in Wisconsin:

3.4.1   When an incident impacts critical infrastructure in Wisconsin, all levels of government and appropriate private sector entities must collaborate to:

    3.4.1.1   Share information and notify appropriate authorities

    3.4.1.2   Stabilize the incident and prevent further damage

    3.4.1.3   Respond to secondary impacts of the incident, which may include:

        (1) Opening warming centers during a power outage in winter months

        (2) Providing non-potable water for flushing toilets when water systems fail

        (3) Evacuating residents dependent upon electricity

3.4.2   Information sharing during the response phase:

    3.4.2.1   The Wisconsin Protection Plan outlines how critical infrastructure is monitored during steady state operations (pre-incident). These monitoring and information sharing activities continue during the response phase.

    3.4.2.2   When an incident occurs, critical infrastructure owners and operators should remain in direct contact with local law enforcement, regulatory agencies, and other stakeholders. Owners and operators may also send and receive information about the incident through:

        (1) Sectoral Information Sharing and Analysis Centers (ISAC).

        (2) State Fusion Center bulletins and threat notifications

        (3) Alerts and notices from various governmental agencies (distributed through appropriate professional associations and organizations)

        (4) Situation reports from state, tribal, county, or local emergency operations centers

3.4.3   Incident stabilization and prevention of further damage:

    3.4.3.1   To prevent or reduce potential cascading impacts of the loss of functionality at a critical infrastructure site, the whole community must respond to incidents at critical infrastructure sites.

    3.4.3.2   Critical infrastructure owners and operators:

        (1)   Implement response plans at their facilities to ensure the safety and security of their staff, other responders, and equipment.

    3.4.3.3   County and Local Government:

        (1) County and local governments typically provide the following response to critical infrastructure sites:

(A) Security assistance

(B) Fire suppression

(C) Assistance with access to infrastructure (roadway clearance, movement of debris, etc.)

(D) Other support as needed or requested by facility owners/operators.

3.4.3.4 Wisconsin's state agencies:

(1) Support local incident stabilization and response efforts at critical infrastructure sites by providing expertise, personnel, resources, and specialized equipment when requested by tribal, county, and local governments.

(2) Implement waivers, variances, and other rule changes, when appropriate, to assist response and recovery efforts.

(3) More specific agency roles and responsibilities can be found in Table 3-1 "Response Activities".

3.5 Recovery of Critical Infrastructure assets and nodes:

3.5.1 Recovery activities and timelines may vary widely depending upon the type of assets that have been damaged or destroyed in an incident. Some critical infrastructure assets can be restored in a matter of hours while others may take weeks or months to be restored. In general, all levels of government and private sector infrastructure owners/operators must:

3.5.1.1 Facilitate physical recovery of critical infrastructure assets, nodes, or capabilities.

3.5.1.2 Provide support to affected communities as necessary in accordance with the State of Wisconsin Recovery Plan.

3.5.1.3 Incorporate lessons learned from incidents into planning and mitigation strategies.

3.5.2 Private sector infrastructure owners and operators are responsible for recovery of their assets. When necessary, infrastructure owners and operators should work with the appropriate regulatory agencies at the local, state, tribal, and federal level to identify options for recovery of critical infrastructure (rate recovery, other funding sources, etc.).

3.5.3 For additional details about recovery please see the Wisconsin Recovery Plan.

3.6 Annex Activities

Table 3-1: Response Activities

Action Item	Agency

• Collaborate with counties, tribes, local units of government, and private sector infrastructure owners and operators to:
  o Assess the impact of the incident on the State's critical infrastructure.
  o Identify and respond to secondary impacts of the incident.
• Monitor any additional threats (man-made and natural) against critical infrastructure assets. Information sources include, but are not limited to:
  o Daily, weekly, and special bulletins from WSIC
  o Reports to the WEM duty officer (DO)
  o Inputs from county ,local, and tribal emergency managers and WEM regional directors
  o Open source media reports from WEM PIO
  o ISAC reporting
• Share information regarding critical infrastructure assets with WSIC, WING, other emergency management partners, and state leadership, as appropriate.
• Coordinate resource support to tribal, county, and local jurisdictions
• Request liaison officers from the private sector to facilitate information sharing and enhance situational awareness
• Coordinate state response to secondary impacts resulting from the loss of critical infrastructure assets.
• Coordinate emergency police and fire services via ESF 13 and ESF 4, as necessary.
• Initiate short-term recovery procedures in accordance with the State of Wisconsin Recovery Plan, as applicable.
• Request and coordinate interstate or federal aid, when required.
	DMA/WEM

• Provide threat assessments to events or critical infrastructure sites when requested by organizers and facility owners and operators. • Share information regarding critical infrastructure assets with WEM, WING, DOA/DET and other fusion center partners, as appropriate • Maintain situational awareness of additional threats against critical infrastructure assets • Notify critical infrastructure owners and operators of threats to their facilities.	WI DOJ/ WSIC
• Assess the impact of incidents involving critical infrastructure assets on Wisconsin's environment. • Assist with security of critical infrastructure facilities during an incident, when requested. • Share information with other state, local, tribal, and federal entities, as appropriate. • Maintain situational awareness of critical infrastructure facilities within DNR's jurisdiction.	DNR
• Assume the lead role for public health emergencies resulting from the destruction or degradation of a critical infrastructure asset, system, or node. • Monitor damage and impact to critical infrastructure and public health facilities.	WI DHS
• When activated by the Governor, provide assistance to critical infrastructure owners and other responding agencies. • Maintain situational awareness of threats to critical infrastructure assets. o Share information with fusion centers, WEM, and other agencies, as required. • Make notifications to DMA leadership, when appropriate.	WING

Action Item	Agency
• Coordinate with state, local, tribal, or private entities to allow for access to damaged critical infrastructure. • Provide incident impact assessments regarding transportation-related critical infrastructure assets and nodes to WEM. • Direct the removal of debris on roadways, railroads, and airstrips critical for emergency vehicle passage. • Monitor transportation infrastructure and coordinate response actions in accordance with ESF 1. • Coordinate emergency contracts to pay private vendors for repairs to the state highway system, including roadways and bridges. • Monitor critical transportation routes in Wisconsin and report any natural or manmade threats, or suspicious activity to appropriate authorities.	WI DOT
• Monitor damage and impact to state government critical infrastructure facilities. • Monitor the implementation of Continuity of Operations (COOP) plans if critical state government facilities are impacted by an incident. • Share information with emergency management entities to facilitate response to government critical infrastructure assets. • Monitor state networks for cyber activity which may threaten critical infrastructure in Wisconsin. Respond in accordance with the Cyber Incident Annex of the Wisconsin Emergency Response Plan	DOA
• Partner with the SEOC during response activities in accordance with procedures outlined in ESF 12 and the state Energy Assurance Plan (EAP). • Share information with appropriate electric and natural gas infrastructure owners and operators as required by the incident	PSC

Table 3-2: Short-Term Recovery Activities

Action Item	Agency
• Assess long term incident impact on critical infrastructure assets and affected communities. • Facilitate recovery activities in accordance with the State of Wisconsin Recovery Plan. • Collaborate with counties, tribes, local units of government, and private sector critical infrastructure owners to assess requirements for restoration of critical infrastructure assets under their control. • Coordinate with federal, state, local, tribal, and private sector entities to manage recovery activities associated with potential secondary impacts of the loss of critical infrastructure assets (e.g. power outage, fuel shortage, water contamination, loss of communications, etc.). • Conduct after-action reviews with appropriate agencies/entities to ensure lessons learned from incidents are captured and incorporated into future planning. • Encourage and promote hazard mitigation and disaster resiliency in the new construction, expansion, and renovation of critical infrastructure.	DMA/WEM
• Share information regarding critical infrastructure assets with WEM, WING, and other fusion center partners to aid recovery efforts.	WI DOJ/ WSIC

Action Item	Agency
• Provide long-term analysis of the public health consequences of critical infrastructure-related incidents. • Partner with other agencies in accordance with ESF 8 and the State of Wisconsin Recovery Plan to manage long-term public health consequences of critical infrastructure-related incidents.	WI DHS
• When authorized, partner with other state and local agencies to provide recovery support to affected communities.	WING
• Coordinate with SEOC and other government agencies to ensure necessary recovery actions are taken to restore critical infrastructure assets and manage secondary impacts resulting from the loss or degradation of critical infrastructure assets. • Provide support to affected communities in accordance with the State of Wisconsin Recovery Plan.	WI DOT PSC DOA DNR

4. Supporting Documents

4.1 Reference Documents

4.1.1   State of Wisconsin Protection Plan

4.1.2   State of Wisconsin Recovery Plan

4.2 Other Resources

4.2.1   Presidential Policy Directive 21 "Critical Infrastructure Security and Resilience"

4.2.2   2013 National Infrastructure Protection Plan

Table 4-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
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Wisconsin Emergency Response Plan

Cyber-Incident Response Annex

Cyber-Incident Response Annex

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Administration/Division of Enterprise Technology (DOA/DET)
	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
	Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC)
Federal Coordinating Agencies	US Department of Homeland Security (US DHS)
	Federal Bureau of Investigation (FBI)
	US DHS/Secret Service (US SS)
	US Department of Defense (DOD)

1. Introduction

1.1 General

1.1.1 The state's essential and emergency services, as well as its critical infrastructure, rely on the uninterrupted use of the internet and communications systems, including data, monitoring, and control systems.

1.1.2 Wisconsin faces an evolving array of intentional or unintentional cyber-based threats. Unintentional threats can be caused by software upgrades or defective equipment that inadvertently disrupts systems. Intentional threats can be both targeted and untargeted attacks by criminal groups, hackers, terrorists, organization insiders, and foreign nations engaged in crime, political activism, or espionage and information warfare.

1.1.3 Protecting against cyber-attacks is complicated by the fact that attackers do not need to be physically close to their targets and can easily remain anonymous, among other things. The magnitude of the threat is compounded by the ever-increasing sophistication of cyber-incident techniques, such as incidents which combine multiple techniques.

1.1.4 Given the interconnected nature of computer networks, responding to cyber threats is a shared responsibility by the whole community. Collaboration, communication, and engagement between the public and private sectors and across state, local, and tribal jurisdictions is essential to detect and identify, protect against, respond to, and recover from cyber-incidents.

1.1.5 Many elements of cyber-incident response are similar to other types of natural or technological emergencies. Wisconsin's approach to cyber-incident response is consistent with an all-hazards approach by integrating and building upon the all-hazards response capabilities already in place.

1.2 Purpose

1.2.1   This annex, an element of the Wisconsin Emergency Response Plan (WERP) provides a scalable, flexible framework for preparing for, responding to, and recovering from a significant cyber-incident by:

1.2.1.1   Identifying roles, responsibilities, and actions required to respond to a significant cyber event, both public and private.

1.2.1.2   Organizing cybersecurity efforts among public and private critical infrastructuresectors.

1.2.1.3   Describing the coordination structure that integrates the Senior Policy Advisors Group, Cyber Response Management Group (CRMG), and the Wisconsin Cyber Strategy & Planning Working Group.

1.2.1.4   Establishing a framework for information sharing as well as effective and resilient communications systems and protocols to ensure continuity of communications during and after cybersecurity events.

1.2.1.5   Providing guidance to counties, tribes, and local units of government regarding available state assets and resources.

1.3 Scope

1.3.1   This annex describes the framework for coordination and execution within which state agencies:

1.3.1.1   Proactively protect and defend state-owned data systems and networks.

1.3.1.2   Assist local and tribal units of government in a cyber-related incident, as required by §323.01 of the Wisconsin Statutes.

1.3.1.3   Coordinate with private sector partners.

1.3.2   The annex is not intended to supersede or replace state agency plans and procedures. Users are responsible for being familiar with and implementing their agency's standing plans and procedures.

1.3.3   The annex is a strategic plan for operational coordination and execution among state, local, and tribal (SLT) governments, the private sector, and other partners. It describes authorities, capabilities, and processes that can be utilized to enable prevention, protection, response, and recovery in the cyber domains. Although steady-state activities and the development of a cyber common operational picture are key components of this annex, the plan focuses primarily on building the mechanisms needed to coordinate intra-Wisconsin resources.

1.3.4   This annex is intended to be scalable, ensuring a unified and coordinated response to any cyber-incident, including a significant cyber incident (SCI). A significant cyber-incident as defined by Presidential Policy Directive 41 (PPD 41) "is one that either singularly or as part of a group of related incidents is likely to result in demonstrable

harm to the national security interests, foreign relations, or economy of the United States or to the public confidence, civil liberties, or public health and safety of the American people." A Threat Level 3 – Medium (Yellow) or higher is an SLT level SCI.For the purpose of this annex, an SCI within Wisconsin may not meet the criteria of a federal definition but still meet the conditions requiring a state coordinated response.

1.3.5   This annex takes a whole-community approach. It encompasses both the state of Wisconsin, as a government enterprise (to include local units of government and tribes), and critical infrastructure partners critical to the protection of the health, safety, and economic vitality of the lives, organizations, and business in the state of Wisconsin. In all cases, cyber-incident response activities will be conducted in accordance with applicable laws, regulations, and policies. Nothing in this annex restricts, supersedes or otherwise replaces the legal authorities or regulatory responsibilities of any government agency or organization. All information will be handled, transmitted, distributed, released, and stored in accordance with the standards, caveats, and procedures described by the originating agency, regulatory governance, and law.

1.3.6   This annex describes thresholds between each level of the Cyber Severity Schema (see Table 3). Subsequently, the plan describes when the Senior Policy Advisors Group (SPAG) and the Wisconsin CRMG) convene and how their actions guide the remainder of the response. The policy group and CRMGdo not take the place of Wisconsin Emergency Management (WEM) in response to natural disasters. They assist WEM with planning during cyber-incidents. The plan is applicable if a physical event ultimately causes a cyber incident.

1.3.7   The annex is intended to develop broad concepts focused on Wisconsin's interface with federal agencies including:

   1.3.7.1   US DHS National Cybersecurity and Communications Integration Center's (NCCIC).

   1.3.7.2   Department of Defense (DOD) Cyber Crime Center (DC3), US Strategic Command, and the subordinate US Cyber Command.

   1.3.7.3   Federal Bureau of Investigation (FBI)

   1.3.7.4   US DHS/Secret Service (US SS).

1.3.8   For the purposes of this annex, see the following definitions.

   1.3.8.1   'Cyber' refers to the relationship between computer hardware and software including electronic tablets, smartphones, and other similar devices as well as the interconnections between them for the collection, electronic storage, and dissemination of information.

   1.3.8.2   'Cyberspace' means the electronic environment for information transfer including public and private local and wide area networks and the internet.

1.3.8.3 'Cyber-incident' means an occurrence related to computers, servers, controls, electronic files, email systems, software, networks, or the internet requiring a response to protect life, property, the environment, or the economy.

1.3.8.4 "Significant cyber-incident" means an occurrence related to computers, servers, controls, electronic files, email systems, software, networks, or the internet rated at a Threat Level 3 – Medium (Yellow) or higher on the severity schema requiring a response to protect life, property, the environment, or the economy.

1.3.8.5 The 'Cyber-environment' includes all physical and virtual assets in cyberspace.

1.3.8.6 'Cyber-threat' means the intent to, or possibility of, a malicious attempt to damage or disrupt computer equipment or networks, or exfiltrate electronic information at rest or in transit for nefarious purposes.

1.3.8.7 'Cyber-critical infrastructure' means physical or virtual systems and assets vital to Wisconsin which, if incapacitated or destroyed, would have a debilitating impact on Wisconsin's safety, security, economy, public health, or any combination of those matters.

2. Assumptions

2.1 Vulnerability and Risk

2.1.1 The cause of a cyber-related threat or incident may be natural, technological, or human-caused or evolve from an ongoing physical-world incident.

2.1.2 Cyber-assets in both the public and private sectors in Wisconsin are vulnerable to a range of threats - from hardware and software failures, to attacks by criminals, terrorists or nation state actors as an act of war. For a better understanding of vulnerability and its relationship to the range of cyber threats and potential impacts in Wisconsin, refer to the discussion on the Cyber Incident Severity Schema (Section III.D.).

2.1.3 Cyber incidents may be a single element of a larger incident. Activities conducted pursuant to this annex work within state and local planning and incident command structures, complement existing plans and procedures, and are compliant with the National Incident Management System (NIMS). Detailed tribal, state, and local operational and strategic plans will support this annex.

2.1.4 Each vulnerability imposes a degree of organizational risk. Managing these risks is the responsibility of government, non-government, and private sector organizations, all of which must understand the likelihood of an identified risk leading to an incident and the likely impacts of that incident. With that knowledge, organizations can establish their level of risk tolerance.

2.1.5 Tools in the effort to establish a secure cyber-environment include:

2.1.5.1 Equipment, including network protection, intrusion detection, and encryption technologies.

2.1.5.2 Planning, including developing and implementing a written and socialized comprehensive cyber-security approach. Plans should be reviewed and updated periodically to address new technologies and vulnerabilities.

2.1.5.3 Training, including programs that expand the whole community's knowledge of cyber-threats and security measures.

2.1.6 Network risk tolerance, mitigation, and defense include:

2.1.6.1 At the executive level, IT system owners evaluate vulnerabilities within their systems; determine the level of risk each imposes, and the organization's level of risk tolerance.

2.1.6.2 Information technology managers evaluate and assign financial and other available resources to mitigate and protect against system risks in accordance with the organization's established risk tolerance.

2.1.6.3 Operations level personnel implement mitigation and protective actions to defend the network against intrusion and disruption.

2.2 Authorities

2.2.1 Lead agency in a cyber-incident: In accordance with Section §323.12(3) of the Wisconsin Statutes, WEM serves as the lead coordinating agency during a state of emergency declared by the Governor. However, in a cyber or telecommunications-related incident, the Governor may designate DOA/DET as the lead agency in accordance with §323.10 of the Wisconsin Statutes.

2.2.2 In accordance with 2019 Executive Order #6, the Governor's Homeland Security Council advises the Governor and coordinates the efforts of state and local officials with regard to prevention of, and response to, potential threats to the homeland security of Wisconsin. As Chair of the Governor's Homeland Security Council, The Adjutant General (TAG) serves lead advisor for cybersecurity matters throughout the state of Wisconsin.

2.3 Policies

2.3.1 Incident Command System (ICS): Section §323.13(1)(c) of the Wisconsin Statutes requires that ICS be implemented to manage emergency incidents. Therefore, the Incident Command System shall be instituted for the management of any cyber related incident.

2.3.2 Public (and private sectors) should incorporate cyber into all aspects of emergency management and continuity of operations (COOP) and continuity of government (COG) plans.

2.3.3 The ReadyWisconsin website will serve as the state's public-facing outlet, providing information on cyber security and threats to that security.

2.3.4 State network administrators are responsible for ensuring the cyber-hygiene in the wisconsin.gov domains. Cyber-hygiene involves five key processes:

2.3.4.1 **Count:** Knowledge of the cyber-environment. Conduct an inventory of network-connected hardware and software to better assess vulnerabilities.

2.3.4.2 **Configure:** Secure the cyber-environment. Assure all network-connected computers have common security settings that protect the state's cyber-domains.

2.3.4.3 **Control:** Manage administrative privileges. Limit authority to add software, modify configurations, and add devices to the state network.

2.3.4.4 **Patch:** Protect the cyber-environment. Provide routine and verifiable security settings that are kept current.

2.3.4.5 **Repeat:** Monitor the cyber-environment and assure policies and procedures are enforced.

2.3.5 Consistent with the National Response Framework, a response to a cyber-threat or incident should be scalable, flexible, and adaptable. In general, each threat or incident should be addressed at the lowest jurisdictional level possible consistent with an effective response. However, unlike most incidents, the cyber-incident may originate at the federal level, or may simultaneously occur at multiple levels of government. This requires additional flexibility to the initial response to the incident.

2.3.6 State agencies (as well as private sectors) should collaborate and share existing cyber-response capability for potential use in a declared state of emergency by the Governor.

3. Concept of Operations

3.1 Cyber Watch and Warning Organizations

3.1.1 Due to the pervasive nature of a cyber threat, initial identification of the threat may be through a variety of channels. Therefore, the state maintains four primary watch and warning centers that will monitor and share information in the event of a cyber-threat or attack. If any one of the four watch and warning centers receive notification of a cyber-incident or threat, that center is responsible for notifying each of the other centers, depending of the severity of the event and the sensitivity of the information. Incident information will be shared with the Adjutant General and other agency senior leadership as necessary.

3.1.2 WEM Duty Officer (DO): WEM maintains a 24-hour DO system to receive reports from individuals, state agencies, local units of government, tribal, and the private sector through a public facing toll-free telephone number (800-943-0003, selection 2). When notified of a cyber-threat or attack, the WEM DO notifies the WEM administrator through the senior duty officer (SDO).

3.1.2.1 At the state level, WEM operates the State Emergency Operations Center (SEOC) and coordinates state agency incident response.

3.1.2.2 Wisconsin National Guard Joint Operation Center (WI-JOC): The WI-JOC serves as the focal point for Wisconsin National Guard (WING) domestic operations by maintaining situational awareness via a common operational picture (COP), serving as a centralized communications and coordination node, and providing a command and control platform for contingency response operations. The WI-JOC is manned 24/7, 365 days a year.

(1) The WI-JOC gathers and shares information through Situational Reports to WING, WEM, and Public/Private Partners to ensure their situational awareness and facilitate effective decision making.

3.1.2.3 Wisconsin Department of Justice (WI DOJ)/Wisconsin Statewide Intelligence Center (WSIC): As Wisconsin's primary fusion center, WSIC works in partnership with the US Department of Homeland Security (US DHS) and the Federal Bureau of Investigation (FBI), as well as partners from other federal, state, local, tribal agencies, and the private sector to gather information and produce intelligence products for federal, state, local, tribal government agencies, the private sector, and the public. The WSIC is available at 608.242.5393 and wsic@doj.state.wi.us.

3.1.2.4 In response to the emerging threats from cyber intrusions and associated disruptions, the WSIC has taken on roles and responsibilities in gathering, receiving, analyzing, and disseminating cyber threat information. The WSIC gathers cyber threat information through partnerships with the private sector as well as state, tribal, and local agencies.

3.1.2.5 The WSIC Threat Liaison Officer (TLO) and Fusion Center Liaison Officer (FLO) programs are statewide initiatives to work with federal, state, tribal, local agencies, and the private sector to provide training and serve as a mechanism for the TLOs and FLOs to submit suspicious activity reports (SARs) to WSIC in order to detect, prevent, and respond to both criminal and terrorism-related activities.

3.1.2.6 WSIC disseminates cyber threat information through its robust distribution network. Intelligence is disseminated both for situational awareness and for specific threats to critical infrastructure. Through the implementation of the governance authority of this strategy, WSIC will utilize the subject matter experts or "authorized agents" identified for each of the critical infrastructure sectors to disseminate cyber threat intelligence.

3.1.2.7 Department of Administration, Division of Enterprise Technology - Enterprise Service Desk (DET ESD): The DET ESD monitors the state cyber-domain on a 24-hour basis for threats or incidents using a variety of automated systems. DET ESD notifies the state chief information security officer of any detected or suspected

threat or attack against state information technology assets. DET ESD is available at 608-264-9383 and at esdhelp@wisconsin.gov.

3.2 Wisconsin Cyber-Incident Annex Triggers

3.2.1 Cyber-related mitigation and preparedness activities are ongoing functions that routinely occur as part of the steady-state operations.

3.2.2 In the event of a credible threat or detection of an attack, the Adjutant General, the WEM administrator, or the DET administrator activate the incident response activities as outlined in the following section "III.E. Management and Operations."

3.2.3 Conditions which may trigger the incident response functions of this annex include:

3.2.3.1 An incident involving activation of state level continuity of operations (COOP), continuity of government (COG) plans.

3.2.3.2 A threat or incident involving state-level, cyber-critical infrastructure.

3.2.3.3 When requested by:

(1) A local or tribal unit of government.

(2) DOA/DET management (CIO/CISO)

(3) DMA/WEM management.

3.2.3.4 When directed by:

(1) The DET Administrator up to cybersecurity threat level 2 – Low (Green).

(2) The Adjutant General at cybersecurity threat level 3 – Medium (Yellow).

3.3 Organization

3.3.1 Agency and entity roles and responsibilities in a cyber-incident:

3.3.1.1 End Use (Client): Individual system owners are responsible for training their subordinates in proper and appropriate uses of equipment, software, and networks. In a cyber-attack, system owners bear ultimate responsibility for equipment and network incident and loss or exfiltration of data involving their computers, servers, and networks.

3.3.1.2 Service Provider: Internet service providers and other vendors of computer and network services are responsible for securing the domains and services they host or provide.

3.3.1.3 Manufacturer: Companies that design and build computers, servers, and other hardware are responsible for producing equipment that is free of vulnerabilities at the time of design and manufacture.

3.3.1.4 Local agencies:

(1) Law enforcement: Police departments and sheriffs' departments, along with

WI DOJ agents and possibly federal law enforcement agencies, investigate cyber-crime and refer perpetrators for prosecution. These agencies also pass on information on the mechanisms used to disrupt or infiltrate victim networks to assist owners with securing their systems.

3.3.1.5 State agencies:

(1) DMA/WEM: At the state level, WEM operates the SEOC and coordinates state agency incident response. During a state of emergency declared by the Governor involving a cyber-incident, WEM is the lead agency unless the Governor appoints DOA/DET as the lead agency under Wisconsin Statutes §323.10.

(2) DOA/DET: During a state of emergency declared by the Governor involving a cyber-incident, the Governor may designate DOA as the lead state agency. DOA/DET also directs deployment of Cyber Response Teams to support affected entities.

(3) WI DOJ/WSIC: The Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) coordinates information sharing between DET and WEM, state, local, tribal law enforcement agencies, and other units of government. WSIC also coordinates information sharing with affected private sector entities, the US Intelligence Community including US DHS and its subordinate units, and with federal law enforcement.

(4) DMA/WING: The Wisconsin National Guard has a Defensive Cyber Operations Element (DCO-E)that may be deployable upon mission analysis under applicable laws and regulatory parameters.

3.3.1.6 Federal agencies:

(1) US DHS: The Department of Homeland Security is the principal federal agency for domestic incident management. Through the National Cybersecurity and Communications Integration Center (NCCIC), US DHS coordinates cyber response to national level significant cyber-incidents and coordinates and integrates information sharing between federal, state, tribal, local governments and the private sector.

(2) US DOJ/FBI: The DOJ, through the FBI & National Cyber Investigative Joint Task Force (NCIJTF)serves as the lead federal agency for threat response activities during significant cyber incidents IAW PPD-41.

(3) DOD: The Department of Defense is the lead federal agency for responding to acts of war. Table 2: Cyber-Incident Roles and Responsibilities illustrates agency roles and responsibilities across a range of cyber-incidents.

(4) MS-ISAC: The mission of the MS-ISAC is to improve the overall cybersecurity posture of the nation's state, local, tribal and territorial governments through

focused cyber threat prevention, protection, response, and recovery.

3.3.2   Tables 3 provides guidance for the CRMGon making recommendations to the Governor on making primary and coordinating agency decisions in different cyber-incident types.

3.4 Cyber Incident Severity Schema

3.4.1   Per Presidential Policy Directive 41 (PPD-41), the US Federal Cybersecurity Centers, in coordination with departments and agencies with a cybersecurity or cyber operations mission, adopted a common schema for describing the severity of cyber-incidents affecting the homeland, US capabilities, or US interests. The schema (see Table 3) establishes a common framework to evaluate and assess cyber-incidents to ensure that all departments and agencies have a common view of the:

3.4.1.1   Severity of a given incident

3.4.1.2   Urgency required for responding to a given incident

3.4.1.3   Seniority level necessary for coordinating response efforts

3.4.1.4   Level of investment required of response efforts

3.4.2   State threat level considerations:

3.4.2.1   Whenever the federal government increases or decreases the cyber security threat level for the nation, it is expected that Wisconsin will align its response posture to match the federal government.

3.4.2.2   However, Wisconsin will also conduct its own assessment of the cybersecurity threat posed within the state and may increase or decrease the state's cybersecurity threat level independent of the federal government's assessment.

3.4.2.3   Elevation of the cyber security threat level up to level 2 is at the direction of the DET administrator.

3.4.2.4   Elevation of the cyber security threat level above level 2 is at the direction of the Adjutant General.

3.4.2.5   De-escalation criterion: Once the threat has been neutralized or contained, de-escalation can occur. De-escalation from a cyber security threat level is conducted at the discretion of the elevation authority for that level.

3.5 Management and Operations – Cyber-Incident Coordination

3.5.1   Senior Policy Advisors Group - When a significant cyber event occurs which affects state, local, and tribal (SLT) systems or critical infrastructure, or both, in Wisconsin and the Governor has not designated DOA/DET as the lead agency, the response effort will be led by TAG as Chair of the Senior Policy Advisors Group.

3.5.1.1 The Senior Policy Advisors Group consists of senior level executives that manage and coordinate both a unified command group for cyber incident response and the SEOC manager for coordinating the response for physical effects of a significant cyber event. This typically includes members of the Cyber Response Management Group, DOA, and DMA legal personnel.

3.5.1.2 The Senior Policy Advisor Group communicates with the Governor's office and the Wisconsin Homeland Security Council. As necessary, TAG may delegate coordination of briefings to the Wisconsin Homeland Security Council to the administrators of WEM and DET. Other Cyber Response Management Groupmembers may participate in these briefings.

3.5.1.3 TAG is the Governors' senior state official for cyber matters and coordinates cyber response efforts with DHS and other federal agencies when required. TAG is the state's primary point-of-contact (POC) for the NCICC. The DET Administrator is the state's alternate POC for the NCICC. Additional POCs have also been identified to ensure continuous contact with the NCICC.
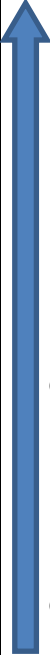
Table 3-1: Key Elements of the Cyber Severity Schema

Level	General Definition	Observed Actions	Intended Consequence	Primary Operational Coordination
Level 6 Emergency (Black)	Poses an imminent threat to the provision of wide-scale critical infrastructure services, national government stability, or the lives of US persons.	Effect	Cause physical consequence Damage computer and networking hardware Corrupt or destroy data Deny availability to a key system or service Steal sensitive information Commit a financial crime Nuisance Denial of Service (DoS) or defacement	SEOC
Level 5 Severe (Red)	Likely to result in a significant impact to public health or safety, national security, economic security, foreign relations, or civil liberties.	Effect		SEOC
Level 4 High (Orange)	Likely to result in a demonstrable impact to public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.	Presence		SEOC
Level 3 Medium (Yellow)	May impact public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence	Engagement		DET Security Operations Center
Level 2 Low	Unlikely to impact public			CRMG

Level	General Definition	Observed Actions	Intended Consequence	Primary Operational Coordination
(Green)	health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.	Preparation		
Level 1 Baseline (Minor) (Blue)	Highly unlikely to affect public health or safety, State security, economic security, civil liberties, or public confidence.	Observation		CRMG
Level 0 Baseline (White)	Unsubstantiated or inconsequential event.	Observation		CRMG

3.5.2   Cyber Response Management Group - An advisory group to the Senior Policy Advisors Group is the Cyber Response Management Group. Depending on the characteristics of the cyber event, the team may consist of personnel from DET, WSIC, WEM, WING, federal agencies, other state, local, and tribal personnel, and owners of impacted systems. Members of the team are cyber security subject matter experts responsible for incident response and analysis, knowledge sharing and providing intelligence assessments to senior leaders. The team will conduct the initial assessment and subsequent assessment of the incident and complete the Severity Schema to advise the Senior Policy Advisors Group. In addition, the CRMG makes recommendations to the Senior Policy Advisors Group with regard to decision support involving primary and coordinating agency decisions in significant cyber-incidents.

3.5.3   Wisconsin Cyber Strategy and Planning Working Group – This working group is comprised of subject matter experts from the public and private sector responsible for advising on preparation, response to, and recovery from large-scale or long-duration cyber incidents impacting Wisconsin's critical infrastructure or other major assets. This working group conducts routine, monthly sessions. They are responsible for continuing broad analysis of existing cyber response plans, risk assessments, and knowledge sharing between and among members. During an incident, members of this group may be mobilized by the Cybersecurity Management Team to act in an advisory capacity and analyze the immediate and long term impacts of the incident on critical infrastructure in Wisconsin. Members of this group may also be tasked to prescribe an order of recovery for affected sectors and systems. Following the de-escalation of an event to Level 0, this group receives an email summary of the event. This information is fed into follow-on risk assessments.

3.5.4   Cyber Response Team - The State of Wisconsin has facilitated the establishment of a Cyber Response Team. The State of Wisconsin Chief Information Security Officer (CISO), as Executive Agent for the SLT Cyber Management Team, is responsible for training, certification, proficiency standards, and validation criteria. The CISO incorporates FEMA standards for team membership and works cooperatively with DMA/WEM for training and credentialing of teams and individuals respectively.

   3.5.4.1 The team is comprised of cyber experts from the SLT governments, critical infrastructure (public and private) organizations and managed by the DET.

   3.5.4.2 An additional team comes from the Wisconsin National Guard, which trains and certifies a Defensive Cyberspace Operations-Element (DCO-E). This team is comprised of approximately 10 Guardsmen in varying assignments. The primary focus is to protect and defend federal National Guard networks and respond in support of a state requirement.

      (1)   Wisconsin National Guard also fields three 7 person teams as members of the Wisconsin-Illinois National Guard Cyber Protection Teams (CPT). The CPT is organized into five teams, with different roles and skillsets, as well as a

command team. The teams will provide support to civil authorities in accordance with the existing Defense Support of Civil Authorities (DSCA) policy and practice.

3.5.5 Table 4 outlines the US Department of Homeland Security critical infrastructure sectors with State of Wisconsin government agencies. These agencies, along with private sector partners, form the Wisconsin Cyber Strategy and Planning Working Group. They focus a majority of their efforts in pre-incident planning. The critical infrastructures Sectors highlighted in bold are referred to as the Lifeline Sectors. These sectors will help to: 1) establish decision points mapped to the lifecycle of an event; and 2) determine the threat level, action plan, and resource allocation from a large-scale or long-duration cyber incident that impacts the state.

Table 3-2: Agencies Representing the US DHS Critical Infrastructure Sectors

Critical Infrastructure Sector	WI State Agency	Federal
Agriculture and Food	DATCP	USDA/HHS
Banking and Finance	**DFI**	**Treasury**
Chemical	DATCP/DMA	US DHS
Commercial Facilities	DATCP/DMA	US DHS
Communications	**DOA/DMA**	**US DHS**
Critical Manufacturing	DATCP	US DHS
Dams	DNR	US DHS
Defense Industrial Base	DATCP/DMA	DOD
Emergency Services	DMA	US DHS
Energy	**PSC**	**Energy**
Government Facilities (including elections)	DOA	ICE/FPS
Healthcare and Public Health	DHS	HHS
Information Technology	DOA	US DHS
Nuclear Reactors, Materials and Waste	PSC	US DHS
Transportation Systems	**DOT**	**USCG**
Water and Wastewater Systems	**DNR**	**EPA**

Note: Sectors in **Bold** are key sectors in a cyber incident and include the lifeline sectors.

3.5.6 Whole Community Information Sharing - Cyber-related incident operations require a coordinated, multi-disciplinary management approach. In a cyber-incident, the cyber-incident management functions and the SEOC supporting local and tribal governments receive guidance and advice from the Senior Policy Advisors group.

3.5.6.1 The WSIC, as the state intelligence coordinating and analysis center, shares incident information with affected state level agencies and with US DHS and federal law enforcement. WSIC acts as the clearinghouse and analysis center for cyber-intelligence products in Wisconsin, with input from DOA/DET, private sector cyber-intelligence and defense assets, law enforcement, and other intelligence sources including the public.

3.5.6.2 DOA and WEM public information officers form a Joint Information Center (JIC) in accordance with ESF-15 Attachment 1 for sharing incident-related information with the public. The Lead PIO function will be fulfilled by the lead agency in the incident.

3.5.6.3 Since a cyber-incident is likely to cause significant effects to physical assets, the organizational structure may include resources involved in response to and recovery from those effects. Wisconsin Statutes Chapter 323 tasks local units of government with the responsibility to respond to incidents in their jurisdictions. The SEOC will elevate at cybersecurity threat level 3 or above to coordinate state agency support to local and tribal government in accordance with ESF-5 'Emergency Management' as needed and requested. The SEOC, represented on the lower right side of Figure 1, operates under the direction of the SEOC Manager. Communication lines will be established between local and tribal units of government and the SEOC in order to maintain proper situational awareness.

3.5.6.4 Web EOC: Web EOC, a secure online emergency management situational awareness tool, should be used to:

(1) Gather situational awareness, develop a common operating picture, and distribute actionable information relating to, a cyber-threat or cyber-attack to all stakeholders.

(2) Document, and rapidly share incident-related information among stakeholders.

(A) Key state agency contacts should complete Web EOC Basic and SEOC 101 training classes.

(B) WEM will work with both public and private sector partners to ensure key personnel & liaisons have completed the appropriate SEOC and Web EOC training.

Other information sharing tools may be utilized when appropriate based upon the sensitivity of the information being shared or the security needs of the incident. Figure 3-1: Cyber-Incident Structure

Cyber Incident Structure
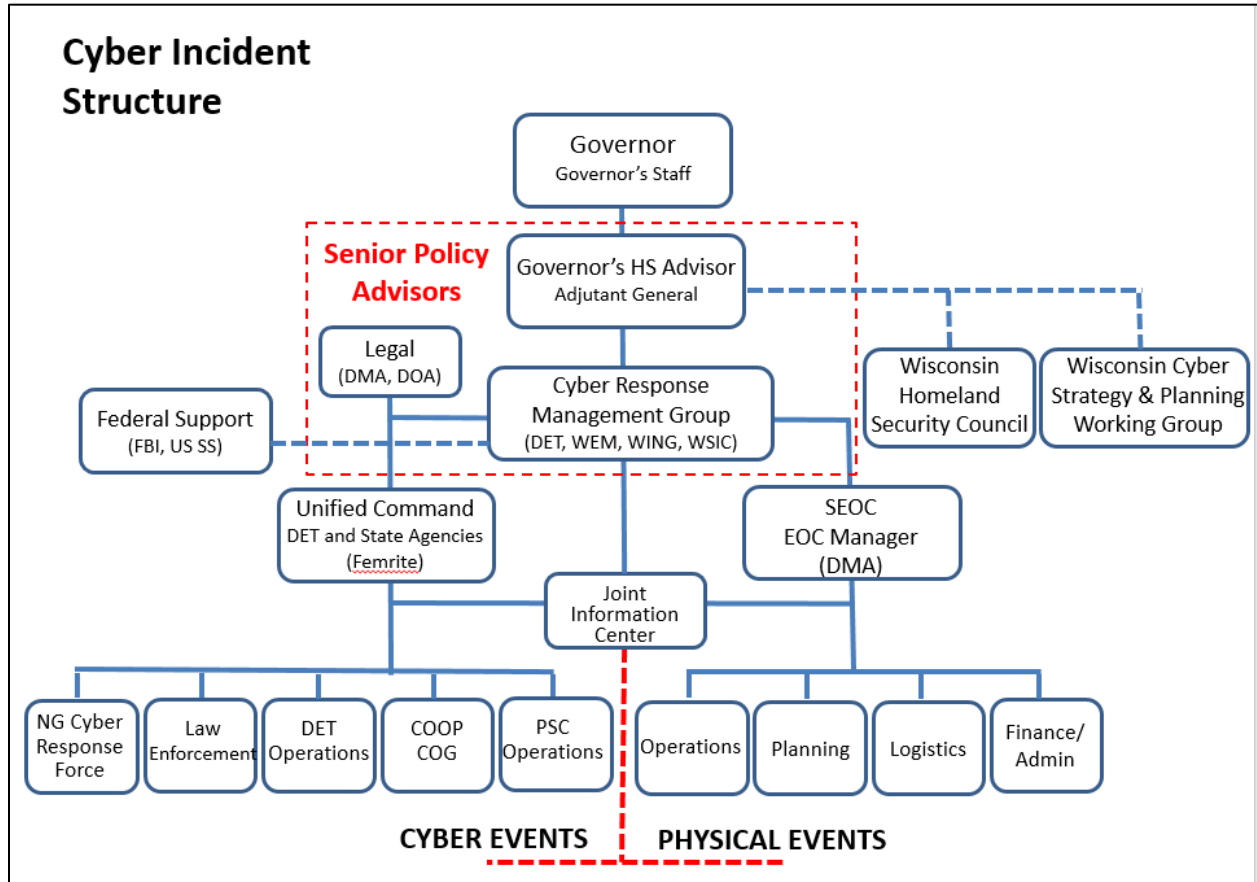
3.5.7 <u>Federal Response</u> – Various federal government entities possess different roles, responsibilities, authorities, and capabilities (Figure 2) that can be brought to bear on cyber-incidents. These entities must coordinate efforts to achieve optimal results.

3.5.7.1 The first federal agency to become aware of a cyber-incident will rapidly notify other relevant federal agencies to facilitate a unified federal response and ensure that the appropriate combination of agencies responds to a particular incident. When responding to a cyber-incident in the private sector, unity of effort synchronizes the overall federal response, which prevents gaps in service and duplicative efforts.

3.5.7.2 SLT governments also have responsibilities, authorities, capabilities, and resources that can be used to respond to a cyber-incident; therefore, the federal government must be prepared to partner with SLT governments in its cyber-incident response efforts.

3.5.7.3 The transnational nature of the internet and communications infrastructure requires the US to coordinate with international partners, as appropriate, in managing cyber-incidents.

Figure 3-2: Coordination of Cyber-Incident Management at Federal Level

3.5.8 Tables 3-3 to 3-9 (on the following pages) shows the Cybersecurity Threat Levels and the involvement of supporting agencies at each level.

Table 3-3: Cybersecurity Threat Level 0 and Corresponding Command and Control Actions

	Cybersecurity Threat Level 0 – Baseline (White)	
**Definition:** Standard IT defensive measures are in place and active measures such as scanning, patching, and hygiene activities are conducted as a matter of standard operations. Regular or low levels of scanning, probes, etc. activity are occurring. Warnings, alerts, and indicators received and processed as a matter of routine. The Wisconsin Cyber Strategy and Planning Working Group continues with its work with recurring meetings and workgroups.	

Definition: Standard IT defensive measures are in place and active measures such as scanning, patching, and hygiene activities are conducted as a matter of standard operations. Regular or low levels of scanning, probes, etc. activity are occurring. Warnings, alerts, and indicators received and processed as a matter of routine. The Wisconsin Cyber Strategy and Planning Working Group continues with its work with recurring meetings and workgroups.

Resulting affects: No risks are expected. No special events mandating the rise to a higher level.

Communications Procedures: An affected entity, county EM, or WEM Regional Director notifies the WEM DO or respective agency intake officer. The intake officer will notify the CRMG. At a minimum, the CRMG will notify the Senior Policy Advisors Group and the Cyber Response Management Group to include the TAG via email. If email is down, alternate means will be used to notify the appropriate personnel. All communications procedures follow established protocols on existing systems. No special measure are enacted or followed.

Phase	Action Item	Agency
Cybersecurity Threat Level 0 –Baseline (White)	• Normal or baseline IT level with no major cyber-incidents forecasted in the near term. • Normal communication procedures follow established protocols on existing systems.	Cyber Response Management Group (CRMG)
	• Conduct routine, monthly sessions. • Continue broad analysis of existing cyber response plans, risk assessments, and knowledge sharing between and among members.	Wisconsin Cyber Strategy and Planning Working Group
	• Provide direction and priorities to the State of Wisconsin IT enterprise; may select special focus on specific malicious threats or request the Wisconsin Cyber Strategy and Planning Working Group convene to discuss particular impacts of the emerging threats. • Continue to provide direction and priorities to the State of Wisconsin IT security enterprise and agency CISOs • Notify WEM of significant identified vulnerabilities.	DET/Chief Information Security Officer(CISO)
	• All or portion of a team may mobilize to conduct training and advise or assist in assessing an agency's security program.	Wisconsin Cyber Response Teams
	• Duty officer (DO) routinely monitors emails and calls. • DO reports any cyber-incident activity to the CRMG, per established Standard Operating Procedures (SOP).	WEM
	• Continue broad surveillance of cyber threat spectrum and receive updates or information from deployed WI Cyber Response Team assets. • Explore significant or potential indicators of compromise that may indicate a broadening of the threat and provide analysis of potential future	WSIC

	targets. • Notify WEM of any potential for level increase.	
	• Receive initial notification from intake point. Monitor deployment of WI Cyber Response Team assets in state. • Track for potential future inclusion in DHS Cyber COP • Provide regular and recurring updates with regard to homeland security-related events as a matter of routine. • Notify WEM of significant identified vulnerabilities.	DMA/WI-JOC
	• May lend assistance to other WI Cyber Response Teams for LNO duties or initial outreach to an agency or critical infrastructure partner.	WING/Defensive Cyberspace Operations-Element (DCO-E)

Table 3-4: Cybersecurity Threat Level 1 and Corresponding Command and Control Actions

Cybersecurity Threat Level 1 – Baseline-Minor (Blue)		
Definition: An unsubstantiated event/malicious activity with an unknown impact that is occurring or has occurred. The incident is highly unlikely to affect public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. The potential for impact, however, exists and warrants additional scrutiny.		
Resulting effects: Unknown to minimal risks are expected. Minor special events mandating the rise to a higher level. - Unknown to minor changes to normal activity occurred or are occurring. - Warnings, alerts, and indicators received. - Services impacted by slow down or unresponsiveness - Potential malware compromise of a non-critical system, but no further noticed action occurred.		
Communications Procedures: An affected entity, county EM, or WEM Regional Director notifies the WEM DO or respective agency intake officer. The intake officer will notify the CRMG. At a minimum, the CRMG will notify the Senior Policy Advisors Group and the Cyber Response Management Group to include the TAG via email. If email is down, alternate means will be used to notify the appropriate personnel. All communications procedures follow established protocols on existing systems. No special measure are enacted or followed.		
Phase	**Action Item**	**Agency**
Cybersecurity Threat Level 1 –Baseline-Minor(Blue)	• Normal or baseline IT level with no major cyber-incidents forecasted in the near term. • Normal communication procedures follow established protocols on existing systems. • Notify WEM of any potential for level increase.	Cyber Response Management Group (CRMG)
	• Conduct routine, monthly sessions. • Continue broad analysis of existing cyber response plans, risk assessments, and knowledge sharing between and among members.	Wisconsin Cyber Strategy and Planning Working Group
	• Contact affected entity to remediate remotely. • May direct the deployment of a WI Cyber Response Team to the affected entity. • Notify Multi-State Information Sharing and Analysis Center (MS-ISAC) of the event. • Update National Cybersecurity and Communications Integration Center (US NCCIC) status map.	DET/Chief Information Security Officer(CISO)
	• All or a portion of a team may activate to conduct initial liaison to investigate a threat in a government or private sector entity. • Teams or LNOs pass back any forensic evidence to other teams and WI DOJ/WISC forensics. If there is any criminal activity suspected, notification of WISC is mandatory.	Wisconsin Cyber Response Teams

	• Duty officer (DO) routinely monitors emails and calls. • DO reports any cyber-incident activity to CRMG for Severity Schema assessment, per established Standard Operating Procedures (SOP).	WEM
Cybersecurity Threat Level 1 –Baseline-Minor(Blue)	• Continue broad surveillance of cyber threat spectrum and receive updates or information from deployed WI Cyber Response Team assets. • Explore significant or potential indicators of compromise that may indicate a broadening of the threat and provide analysis of potential future targets. • Provide reach-back analytical support for deployed CRT(s).	WSIC
	• Receive initial notification from intake point. Monitor deployment of WI Cyber Response Team assets in state • Track for potential future inclusion in DHS Cyber COP • Provide regular and recurring updates with regard to homeland security-related events as a matter of routine. • Notify WEM of significant identified vulnerabilities.	DMA/WI-JOC
	• May lend assistance to other WI Cyber Response Teams for LNO duties or initial outreach to an agency or critical infrastructure partner.	WING/Defensive Cyberspace Operations-Element (DCO-E)

Table 3-5: Cybersecurity Threat Level 2 and Corresponding Command and Control Actions

Cybersecurity Threat Level 2 – Low (Green)

Definition: A substantiated event/malicious activity with minor impact that is occurring or has occurred. The event is unlikely to impact public health or safety, or economic security civil liberties. Affected entities are capable of managing the event with possible consulting/advising by supporting agencies and that agency is capable of remediation. Limited contact with Liaison Officers or deployment of response assets to networks or systems suspected of having been successfully targeted or exploited may occur.

Resulting Effects:
- Minor changes to normal activity occurred or are occurring – vulnerability is being exploited with limited affect.
- Credible warnings, alerts, and indicators received.
- Malware compromised a non-critical system, but no further action occurred.
- A limited scope/duration denial of service attack occurred with minor impact.

Communication Procedures: An affected entity, county EM, or WEM Regional Director notifies the WEM DO or respective agency intake officer. The intake officer will notify the CRMG.   At a minimum, the CRMG will notify the Senior Policy Advisors Group and the Cyber Response Management Group to include the TAG via email. If email is down, alternate means will be used to notify the appropriate personnel. All communications procedures follow established protocols on existing systems. No special measure are enacted or followed.

Phase	Action Item	Agency
Cybersecurity Threat Level 1 – Low (Green)	• Above normal or baseline IT level with no major cyber-incidents forecasted in the near term. • May support the affected entity.	Cyber Response Management Group (CRMG
	• Not convened at this time. • Following de-escalation to Level 0, information is fed into follow-on risk assessments.	Wisconsin Cyber Strategy and Planning Working Group
	• Begin to assess potential impacts to State of Wisconsin IT enterprise. • May direct the deployment of a WI Cyber Response Team to the affected entity. • Notify Multi-State Information Sharing and Analysis Center (MS-ISAC) of the event. • Update National Cybersecurity and Communications Integration Center (US NCCIC) status map.	DET/Chief Information Security Officer(CISO)
	• All or a portion of a team may activate to conduct initial liaison to investigate a threat in a government or private sector entity. • Teams or LNOs pass back any forensic evidence to other teams and WI DOJ/WISC forensics. If there is any criminal activity suspected, notification of WISC is mandatory.	Wisconsin Cyber Response Teams

	• WEM DO processes initial notification from the affected entity or notifying agency per SOP. • Receive notice of and monitor potential deployments of WI Cyber Response Team assets. • DO monitors the affected entity activity and other potential effects and reports gathered information to CRMG, and other appropriate agencies per established protocol. • Receive and monitor potential deployments of WI Cyber Response Team assets.	WEM
	• Continue general intel activities and provide threat support to the WI cybersecurity enterprise.	WI DOJ/WSIC
	• Monitor deployment of WI Cyber Response Team assets in state. • Track for potential future inclusion in the WI User Defined Operating Picture (UDOP). • Brief TAG on developments of the event and consult with the WI Chief Information Security Officer (CISO) on recommended courses of action. • Notify TAG of any deployment of a WI Cyber Response Team.	DMA/WI-JOC
	• May lend assistance to other WI Cyber Response Teams for Liaison Officer (LNO) duties or initial investigation of a cyber event.	WING/Defensive Cyberspace Operations-Element (DCO-E)
	• Work with the WI cyber enterprise to identify and address potential cyber events and abnormalities and how they may be remedied.	WI Government Commercial Service Providers

Table 3-6: Cybersecurity Threat Level 3 and Corresponding Command and Control Actions

Cybersecurity Threat Level 3 – Medium (Yellow)		

Definition: Event may impact public health or safety, economic security, and civil liberties. Agencies have identified malicious activity with a minimal level of damage to information systems or disruption across one or more agencies. One to three days are required for recovery actions and systems may need to be taken off line for this period.

Resulting Effects:
- Exploit conducted with moderate level of success.
- Compromise of secure system(s).
- Data spillage/Doxing.
- Attackers gained administrative privileges or evidence suggests they have done so.
- A virus or worm is spreading quickly through public and/or private networks.
- Distributed Denial of Service (DDOS) attack with long lasting effects.

Communications Procedures: Communications serve to facilitate the creation of a common understanding of the event and its ramifications. WEM, DOA-DET, WI DOJ/WSIC and the WI-JOC continue to contribute to this understanding via a possible Web EOC incident site. Conference calls and email remain the primary communications tools. RAVE alerts are used to convene the Cyber Response Management Groupand key members of the Senior Policy Advisor's Group. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident.

Level	Action Item	Agency
Cybersecurity Threat Level 3- Medium (Yellow)	• May be requested by the affected entity. • May request assistance from the Wisconsin Cyber Strategy and Planning Working Group based upon specific events.	Cyber Response Management Group(CRMG)
	• Assistance may be requested based upon specific events. • Information received from the incident is fed into follow-on risk assessments.	Wisconsin Cyber Strategy and Planning Working Group
	• Briefed on developments of the event. Consults with the TAG (or representative) on recommended courses of action. • Ensure agency CISOs successfully complete remediation activities. • Begin to assess potential impacts to State of Wisconsin IT enterprise and work to mitigate the process or systems affected by the event. • May direct the deployment of a WI Cyber Response Team to the affected entity. • Notifies MS-ISAC of the event. • Updates US NCCIC status map.	DET/Chief Information Security Officer(CISO)

	• Teams are alerted and may activate to conduct initial liaison to investigate a threat in a government or private sector entity. • Teams or LNO pass back any forensic evidence to other teams and WI DOJ/WSIC forensics. • Notify WI DOJ/WSIC of any suspected criminal activity.	Wisconsin Cyber Response Teams
Cybersecurity Threat Level 3 - Medium (Yellow)	• May direct the deployment of a WI Cyber Response Team to the affected entity. • May convene the Senior Policy Advisors Group.	The Adjutant General (TAG)
	• WEM DO notifies the Senior Duty Officer, WI DOJ/WSIC, DET, and WI-JOC per established SOP. • DO monitors the affected entity activity and incident effects. • May send a liaison (LNO) to the Division of Enterprise Technology (DET) and the Network Operations Center (NOC). • DO may create an incident site in Web EOC to document the lifecycle of the incident. • The DO (or SEOC staff) receives and monitors potential deployments of WI Cyber Response Team assets. • Prepares to support affected agency with COOP efforts, if needed. • May establish the Business EOC. • Considers informing FEMA Region 5 Regional Response Coordinating Center.	WEM
	• Establish a phone conference with the CISO, WI-JOC and affected entity to communicate suspected origins, effects, current actions, and next steps. Repeat calls as necessary as the situation develops. • Notify state partner agencies per SOP. • Notify NCCIC of event. • Continue broad surveillance of cyber threat spectrum and receive updates or information from deployed WI Cyber Response Team assets. • Explore significant or potential indicators of compromise that may indicate a broadening of the threat and provide analysis of potential future targets. • May involve Southeastern *WI* Threat Analysis Center (STAC) and FBI.	WI DOJ/WSIC

	• Monitor deployment of WI Cyber Response Team assets in state. • Contribute to User Defined Operational Picture (UDOP) and monitor Web EOC site. • Track events for potential inclusion in DHS Cyber COP. • Brief TAG on developments of the event. • Consult with the CISO on recommended courses of action.	DMA/WI-JOC
	• Work with the WI cyber enterprise to identify and address potential cyber events and abnormalities and how they may be remedied.	WI Government Commercial Service Providers

Table 3-7: Cybersecurity Threat Level 4 and Corresponding Command and Control Actions

Cybersecurity Threat Level 4 – High (Orange)		

Definition: Likely to result in demonstrable impact to public health and safety, economic security or civil liberties of WI citizens and business. Malicious activity is identified with a moderate level of damage or disruption. Physical effects of disruption to critical infrastructure or lifeline sectors. Escalation to Level 3 is likely if cyber-incident effects manifest in physical effects with any critical infrastructure sector.

Resulting Effects:
- Malicious activity results in widespread outages or complete network failures.
- Data exposure with severe or highly sensitive impact.
- Significantly destructive compromises to systems or disruptive activity with no known remedy.
- Mission critical application failures with imminent impact on the health, safety or economic security of the state.
- Compromise or loss of administrative controls of critical system(s).
- Loss of critical supervisory control and data acquisition (SCADA) systems.

Communications Procedures: Communications serve to facilitate the creation of a common understanding of the event and its ramifications. WEM, DOA-DET, WI DOJ/WSIC and the WI-JOC continue to contribute to this understanding via a possible Web EOC and/or Homeland Security Information Network (HSIN) incident site. Conference calls and email remain the primary communications tools. RAVE alerts are used to convene the Cyber Response Management Group and key members of the Senior Policy Advisor's Group. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident.

Phase	Action Item	Agency
Cybersecurity Threat Level 4 – High (Orange)	• Meet to ascertain boundaries of the event and proscribe immediate actions based on size and scope.	Cyber Response Management Group (CRMG)
	• May be convened if requested by Cyber Response Management Group. If formed, group may meet physically or virtually via RAVE or WEB EOC.	Wisconsin Cyber Strategy and Planning Working Group
	• Receive briefing on developments of the event from stakeholders. • Use current agency situational awareness for input to the Cyber Response Management Group. • Join the TAG for meetings with the Cyber Response Management Group. • May direct an LNO to report to the SEOC. • Begin to assess potential impacts to State of Wisconsin IT enterprise. • Determine whether to initiate COOP measures for DET. • May direct the deployment of a WI Cyber Response Team to the affected entity. Updates Multi-state Information Sharing and Analysis Center (MS-ISAC) regarding the event.	DET/Chief Information Security Officer(CISO)
rea t Le vel	• Team may activate and instruct initial liaison to investigate a threat in a government or private sector	Wisconsin Cyber Response Teams

entity. • Team or LNO pass back any forensic evidence to other teams and WI DOJ/WISC forensics. • Notification of any suspected criminal activity is provided to WI DOJ/WSIC.	
• Maintain situational awareness of the event and consult with the CISO on recommended courses of action. • May direct a conference call or meeting with affected sectors of the Wisconsin Cyber Strategy and Planning Working Group. • May direct the deployment of a WI Cyber Response Team to the affected entity.	TAG
• May activate SEOC and sustain level of activation commensurate with level of physical effects and disruption. • Create a Web EOC incident site to document the incident lifecycle. • May send a liaison (LNO) to the Division of Enterprise Technology and the Network Operations Center. • May request an LNO from DET. • May inform or activate the Business EOC for their situational awareness. • May notify WEM regional directors.	WEM
• Meet to be a part of a CRMG. • Bring fusion center-specific content to the CRMG. • Maintain capability for a phone conference with the CISO, the WI-JOC and the affected entity to communicate suspected origins, effects, current actions, and next steps. Call is repeated as necessary as the situation develops. • May direct an LNO to report to the SEOC. • Update NCCIC with event specifics. • Notify state partner agencies per SOP.	WI DOJ-/WSIC
• Monitor deployment of WI Cyber Response Team assets in state. • Track for potential inclusion in DHS Cyber COP. • Plan mission support package in line with expected needs.	DMA/WI-JOC
• May lend assistance to WI Cyber Response Teams for Liaison (LNO) duties or initial investigation of a cyber event. • Begin assessment of sustained prolonged operations.	WING/Defensive Cyberspace Operations-Element (DCO-E)

Table 3-8: Cybersecurity Threat Level 5 and Corresponding Command and Control Actions

Cybersecurity Threat Level 5 – Severe (Red)

Definition: An event likely to result in a significant impact to public health or safety, economic security, or civil liberties of WI citizens. Malicious activity is identified with a severe level of damage or disruption. Physical effects of disruption to critical infrastructure or lifeline sectors occur.

Resulting affects:
- Malicious activity results in widespread outages or complete network failures.
- Data exposure with severe or highly sensitive impact.
- Significantly destructive compromises to systems, or disruptive activity with no known remedy.
- Mission critical application failures with imminent impact on the health, safety or economic security of the state.
- Compromise or loss of administrative controls of critical system.
- Loss of critical supervisory control and data acquisition (SCADA) systems.

Communications Procedures: Communications serve to facilitate the creation of a common understanding of the event and its ramifications. WEM, DOA-DET, WI DOJ/WSIC and the WI-JOC continue to contribute to this understanding via a possible Web EOC and/or Homeland Security Information Network (HSIN) incident site. Conference calls and email remain the primary communications tools. RAVE alerts are used to convene the Cyber Response Management Group and key members of the Senior Policy Advisor's Group. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident. Alternate communication methods, i.e., satellite phones, cell phones, and radios, will be used if internet systems are unavailable.

Phase	Action Item	Agency
Cybersecurity Threat Level 5 –Severe (Red)	• Meet to ascertain boundaries of the event and prescribe immediate actions based on size and scope. • Determine necessity of future meetings or recurrence of meetings. • Determine if virtual or physical meeting are most feasible.	Cyber Response Management Group (CRMG)
	• Convened at a time and place chosen by TAG or lead agency. • Assess risks and prescribe immediate actions for incident management.	Wisconsin Cyber Strategy and Planning Working Group
	• Provide direction and priorities to the State of Wisconsin IT enterprise; may select special focus on specific malicious threats or request the Wisconsin Cyber Strategy and Planning Working Group convene to discuss particular impacts of the emerging threats. • Continue to provide direction and priorities to the State of Wisconsin IT security enterprise and agency CISOs. • Notify WEM of significant identified vulnerabilities. • May direct an LNO to report to the SEOC.	DET/Chief Information Security Officer(CISO)

Cybersecurity Threat Level 5–Severe (Red)	• Activate to instruct initial liaison to investigate a threat in a government or private sector entity. • Teams or LNOs pass back any forensic evidence to other teams, agencies, and WI DOJ/WSIC forensics, per established protocol. • Notification of any suspected criminal activity is provided to WI DOC/WISC.	Wisconsin Cyber Response Teams
	• Maintain level of SEOC activation commensurate with level of physical effects and disruption. • May establish the Business EOC.	WEM
	• Meet to be a part of the CRMG bringing fusion center specific content to the CRMG. • Maintains capability for phone conference(s) with the CISO, the WI-JOC and the affected entity to communicate suspected origins, effects, current actions, and next steps. • May direct an LNO to report to the SEOC. • Update the National Cybersecurity and Communications Integration Center with event specifics.	WI DOJ/WSIC
	• Monitor deployment of WI Cyber Response Team assets in state. • Track for potential future inclusion in DHS Cyber COP. • Plan mission support package in line with expected needs to remedy the situation. • At TAG's command, participate in meetings with the Wisconsin Cyber Strategy and Planning Working Group under a prescribed battle rhythm. • Ensure TAG is briefed on developments of the event.	WING/JOC

Table 3-9: Cybersecurity Threat Level 6 and Corresponding Command and Control Actions

Cybersecurity Threat Level 6 – Emergency (Black)

Definition: An event likely to result in a significant impact to public health or safety, economic security, or civil liberties of WI citizens. Malicious activity is identified with a catastrophic level of damage or disruption. Widespread physical effects of disruption to critical infrastructure or lifeline sectors occur.

Resulting affects:
- Malicious activity results in widespread outages or complete network failures.
- Data exposure with severe or highly sensitive impact.
- Significantly destructive compromises to systems, or disruptive activity with no known remedy.
- Mission critical application failures with imminent impact on the health, safety or economic security of the state.
- Compromise or loss of administrative controls of critical system.
- Loss of critical supervisory control and data acquisition (SCADA) systems.

Communications Procedures: WEM, DOA-DET, WI DOJ/WSIC and the WI-JOC continue to contribute to the COP via a possible Web EOC and/or Homeland Security Information Network (HSIN) incident site. Conference calls and email remain the primary communications tools. RAVE alerts are used to convene the Cyber Response Management Group and key members of the Senior Policy Advisor's Group. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident. Alternate communication methods, i.e., satellite phones, cell phones, and radios, will be used if internet systems are unavailable.

Phase	Action Item	Agency
Cybersecurity Threat Level 5 –Emergency (Black)	• Meet on a recurring basis to provide input to the CRMG based on the event/incident.	Cyber Response Management Group (CRMG)
	• Meet on a recurring basis to provide input to the CRMG based on the event/incident.	Wisconsin Cyber Strategy and Planning Working Group
	• Use current agency situation awareness for input to the WI CRMG and joins TAG for the CRMG. • Begin estimates of recovery requirements to State of Wisconsin IT enterprise. • May direct the deployment of multiple WI Cyber Response Teams to the affected entity. • Deploy an LNO to the SEOC. • Update MS-ISAC regarding the event. • Act as LNO to NCCIC to coordinate national response. • Update US NCCIC status map.	DET/Chief Information Security Officer(CISO)
	• Activate to instruct initial liaison to investigate a threat in a government or private sector entity. • Teams or LNOs pass back any forensic evidence to other teams, agencies, and WI DOJ/WSIC forensics, per established protocol. • Notification of any suspected criminal activity is provided to WI DOJ/WISC.	Wisconsin Cyber Response Teams
	• Maintain level of SEOC activation commensurate with level of physical effects and disruption.	WEM

	• May establish a Business EOC.	
	• Meet as part of the CRMG bringing fusion center specific content to the CRMG. • Maintain capability for phone conference(s) with the CISO, WI-JOC and affected entity to communicate suspected origins, effects, current actions, and next steps. • Deploy an LNO to the state EOC. • Share information with the FBI and US DHS and assist with investigations, as required. • Update the Senior Policy Advisors Group.	WI DOJ/WSIC
	• Monitor deployment of WI Cyber Response Team assets in state. • Track for potential future inclusion in DHS Cyber COP. • Plan mission support package in line with expected needs to remedy the situation. • Ensure TAG is briefed on developments of the event.	WING/JOC

3.6 Mitigation and Protection Strategies

3.6.1 Steady-state activities: The wide variety of cyber-threats and the risks associated with them dictate unique mitigation strategies which are conducted on a day-to-day basis. Most cyber incident planning occurs in routine and conventional face to face meetings and planning sessions held between the various stakeholders.

3.6.2 The following scalable and flexible strategies accommodate different threats across the whole community of cyber-users. Strategies to mitigate and protect against cyber-threats include:

3.6.2.1 Ongoing public information campaigns by WEM and DET relating to cyber-safety for the public.

3.6.2.2 Ongoing employee training by computer and network owners on their IT policies, procedures, and established best practices to avoid network and proprietary data compromise.

3.6.2.3 Ongoing network and internet monitoring and intelligence gathering by:

(1) DOA/DET staff routine monitoring of state networks.

(2) WI DOJ/WSIC monitoring of intelligence sources.

(3) City of Milwaukee Southeastern Wisconsin Threat Analysis Center monitoring of southeast Wisconsin intelligence sources.

3.6.2.4 Cyber incident planners must identify and refine the list of critical information systems facilities (key network nodes/switching centers, data centers and related sites) vital to any restoration effort or if required, physical protection. These sites may require augmentation by mobile or deployable communications and additional physical protection. They in turn may be priority assets for the restoration of vital lifeline services. Owners must understand the limits of on-hand backup/emergency fuel supplies and other dependent materials to sustain these key nodes.

3.6.2.5 Contact lists for all critical infrastructure owners and operators must be updated, shared, and maintained. WEM and DET are the custodians of this list, which should be updated no less than bi-annually.

3.6.2.6 Explore the means to build or expand out-of-band systems (i.e., those without dependencies on the grid and commercial switching facilities) in order to influence communications and coordination between critical facilities and operations centers.

3.6.2.7 Communications systems in all categories (routine daily systems, out-of-band networks, and emergency radio networks, etc.) should be tested bi-annually in an inclusive communication testing event or as a stand-alone event. WEM is

responsible for planning and coordinating the test(s) and sharing results and recommendations among the cyber disruption planners.

3.6.2.8 Protective actions by individual computer users and network owners:

(1) Use good computer hygiene to avoid exposing computers, data, and network resources to unauthorized persons and organizations.

(2) Keep computer and network hardware and operating systems up to date.

(3) Keep software licenses current as well as software patches and updates installed.

(4) Regular information sharing with appropriate authorities.

3.6.2.9 Intelligence gathering and analysis: State agencies share information on cyber-related threats with the Multi-State Information Sharing and Analysis Center (MS-ISAC).

3.6.3 Common cyber-threats include:

3.6.3.1 Threats to individuals such as phishing and spear phishing.

3.6.3.2 Threats against information networks (e.g., hacking, network intrusion, and exfiltration of sensitive information).

3.6.3.3 Threats against infrastructure (e.g., supervisory control and data acquisition (SCADA) systems, and utility system controls).

3.7 Communications

3.7.1 Prompt notification of key personnel in a cyber-threat or incident is critical. Each agency with a role in a cyber-incident response shall identify key personnel and a means to rapidly alert them.

3.7.2 A cyber-incident may rapidly spread across public and private sector networks spanning geographic and political jurisdictional boundaries. Significant cyber-incidents may quickly require state or national coordinated response actions.

3.7.3 Decision-makers in a cyber-incident must have reliable and readily available communications resources in order to coordinate a cyber-incident response. ESF-2 addresses emergency communications and a list of communications resources is maintained by DMA/WEM.

3.7.4 Backup Communications: Many communications modes are dependent on the cyberspace environment and may be subject to disruption in a cyber-incident. The WEM Communications Office can provide information on alternative communication resources.

3.7.4.1 In the event of degraded communications, intermittent or untrustworthy communications, severe communications disruption or lack of contingency communications, the SEOC functions as the primary operations center for

directing physical recovery efforts and hosting the Senior Policy Advisors Group and the Cyber Response Management Group. The alternate site for the EOC is Camp Williams/Volk Field, Wisconsin. Williams/Volk is designated for exceptional circumstances wherein the state or nation is under widespread emergency conditions and the Madison metro area must be evacuated.

3.7.4.2 When required or as mandated by an authorized agent or body, WISCOM may serve as the primary out-of-band communications between affected cyber nodes, key cyber facilities and command post locations. The talk group would be determined at the time of the incident. The SEOC serves as the net control station. Repositioning of mobile or deployable communications may be initiated in order to provide needed emergency communications for response actions.

3.7.5 Key Information Systems: Regardless of the level of the incident, gaining and maintaining situational awareness, especially for our most senior state leaders is vitally important. Additional key information systems or platforms which may greatly assist coordination and response include:

3.7.5.1 WEM's Emergency Management Software System. Regardless of the event escalation and its resulting effects, WI maintains awareness through WEM's emergency management portal - WebEOC.

3.7.5.2 The Department of Homeland Security's National Cybersecurity and Communications Integration Center (NCCIC) uses an integrated system-of-systems that delivers a range of capabilities, including intrusion detection, analytics, intrusion prevention, and information sharing. This system, Communications and Cyber Common Operating Picture (DHS CCOP) (UNCLASS and CLASSIFIED), is a new and maturing capability. For the state, the JOC has primary responsibility to monitor the CCOP and use its data to inform leadership and the Senior Policy Advisors Group of developing cyber-incidents. The JOC is the primary contributor for the state with events WI will submit to the CCOP, upon leadership clearance.

(1) Events submitted to the CCOP face a further review at the national level. While all reported events are tracked, all may not be reflected back onto the CCOP (this is at the discretion of the DIR NCCIC). Events are added to the DHS CCOP at all levels of the incident, however, in the first two levels, the affected entity determines whether or not the event is posted to the CCOP. When events in WI reach levels 3-5, event listing is mandatory.

3.7.6 Public Answering Centers: Answering centers (9-1-1 Call Centers), in addition to social media, often facilitate the first reports of physical effects of cyber incidents on our citizens and businesses. Adversaries and activists may wish to multiply the effects of their actions through denial of services or other incidents of these nodes. It is therefore vital that Wisconsin protects and ensures the efficient operation of its public call centers.

3.7.6.1 Each call center is responsible to develop and maintain its own policies on reporting cyber-incidents. These policies should, however, include notification to the Cyber Watch and Warning Organizations listed in Section 3.1.

3.8 Other Agency Plans and Documents

3.8.1 National Cyber Incident Response Plan, December 2016

3.8.2 Presidential Policy Directive/PPD-41 – United States Cyber Incident Coordination

3.8.3 DET Cyber-Disruption Response Operational Plan

3.8.4 WI Cyber Disruption Response Strategy

3.8.5 Framework of Improving Critical Infrastructure Cybersecurity, Version 1, National Institute of Standards and Technology. February 12, 2014.

3.8.6 National Guard Bureau, U.S. Army National Guard, Office of the G6, Concept of Operations Army National Guard Defensive Cyberspace Operations-Element (formerly known as Computer Network Defense Teams). June 2015.

3.8.7 Wisconsin Cyber Strategy and Planning Working Group Charter, January 2016.

Table 3-10: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
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Drought Incident Annex

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Figure 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs (DMA) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Public Service Commission (PSC) Wisconsin State Climatology Office
Federal ESF Coordinating Agencies	Drought Monitor Project National Drought Mitigation Center National Oceanic and Atmospheric Administration (NOAA) National Weather Service (NWS) U.S. Army Corps of Engineers (USACE) U.S. Coast Guard (USCG) U.S. Department of Agriculture (USDA) U.S. Department of Commerce (US DOC) U.S. Department of the Interior (DOI)

1. Introduction

1.1. Purpose

1.1.1.   Wisconsin is subject to droughts, which can cause severe, even catastrophic, damage. A prolonged or extreme drought can impact:

1.1.1.1   Wisconsin's economy by reducing industrial, commercial, and agricultural productivity.

1.1.1.2   Quality of life by the direct effects of reduction of available water resources and by the indirect effects of loss of jobs, livestock, and crops.

1.1.2.   This annex:

1.1.2.1   Provides perspective and guidance to state agencies in drought recognition and response.

1.1.2.2   Proposes state agency actions that can minimize environmental damage, economic losses, domestic hardships, and other drought related impacts on the state.

1.2. Scope

A drought can be described as a prolonged period of abnormally dry weather where diminished precipitation causes serious hydrologic imbalance. Drought severity depends on the degree and duration of precipitation deficiency and the size of the affected area. A drought is a progressive

and potentially unrecognized incident until it has reached a moderate to severe level. This annex:

1.2.1. Identifies indices of drought conditions and classifies drought levels.

1.2.2. Defines trigger points for activating this annex based upon the level of drought conditions.

2. Planning Assumptions

2.1.1. A drought can occur at any location and may be difficult to recognize in its early stages.

2.1.2. Short-term drought conditions typically last for six months or less. Long-term droughts persist for more than six months, possibly lasting for years.

2.1.3. Effective drought response depends on timely drought recognition.

2.1.4. State level response to a drought incident will be consistent with the National Incident Management System (NIMS) and the Wisconsin Emergency Response Plan (WERP).

2.1.5. The following graph depicts statewide average annual precipitation from 1895 to 2018. Green areas on the graph identify those years with above average precipitation and red areas identify those years with below average precipitation.

Figure 2-1: Wisconsin Statewide Average Annual Precipitation (1895-2018)
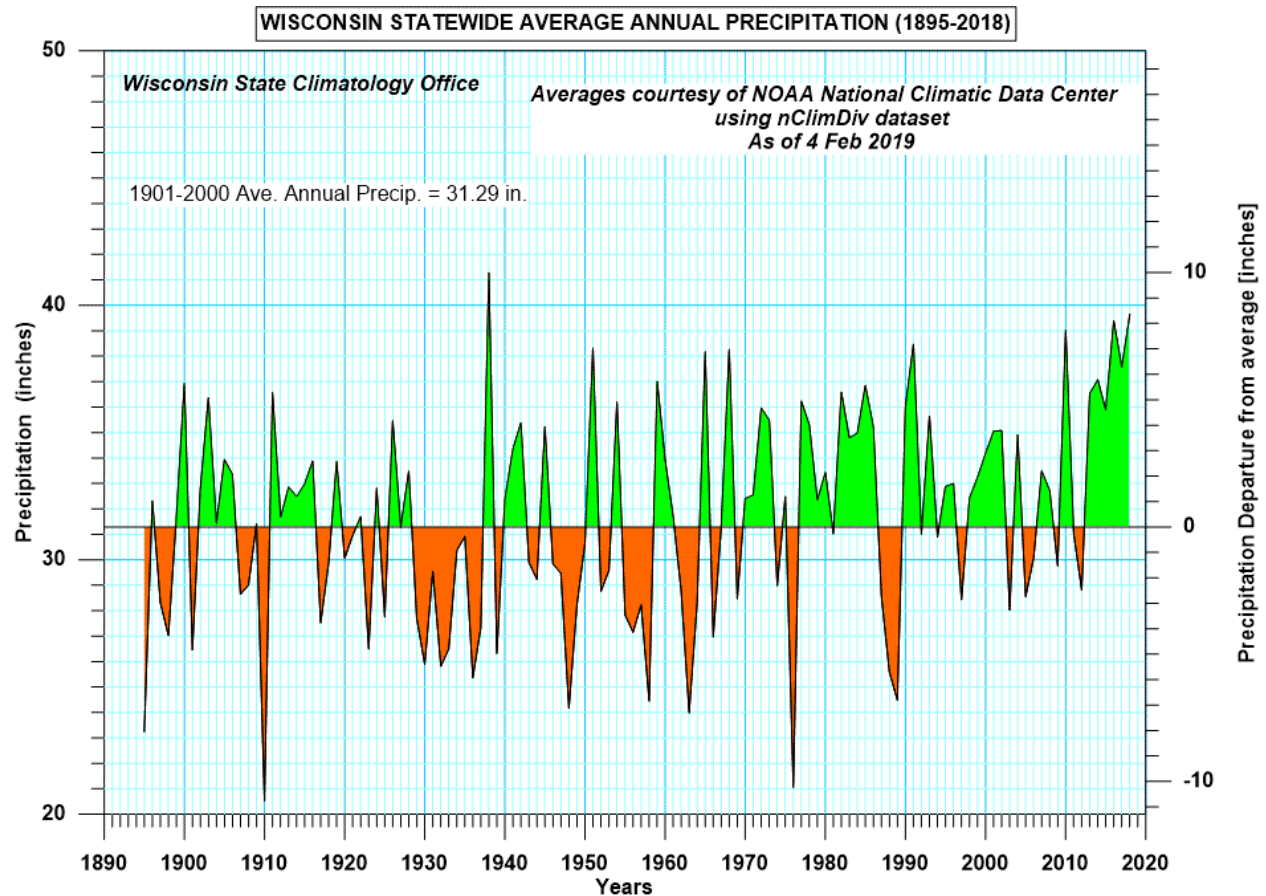
WISCONSIN STATEWIDE AVERAGE ANNUAL PRECIPITATION (1895-2018)

Source: Wisconsin State Climatology Office

Figure 2-2: Wisconsin Statewide Average Palmer Drought Severity Index (1895-2019)
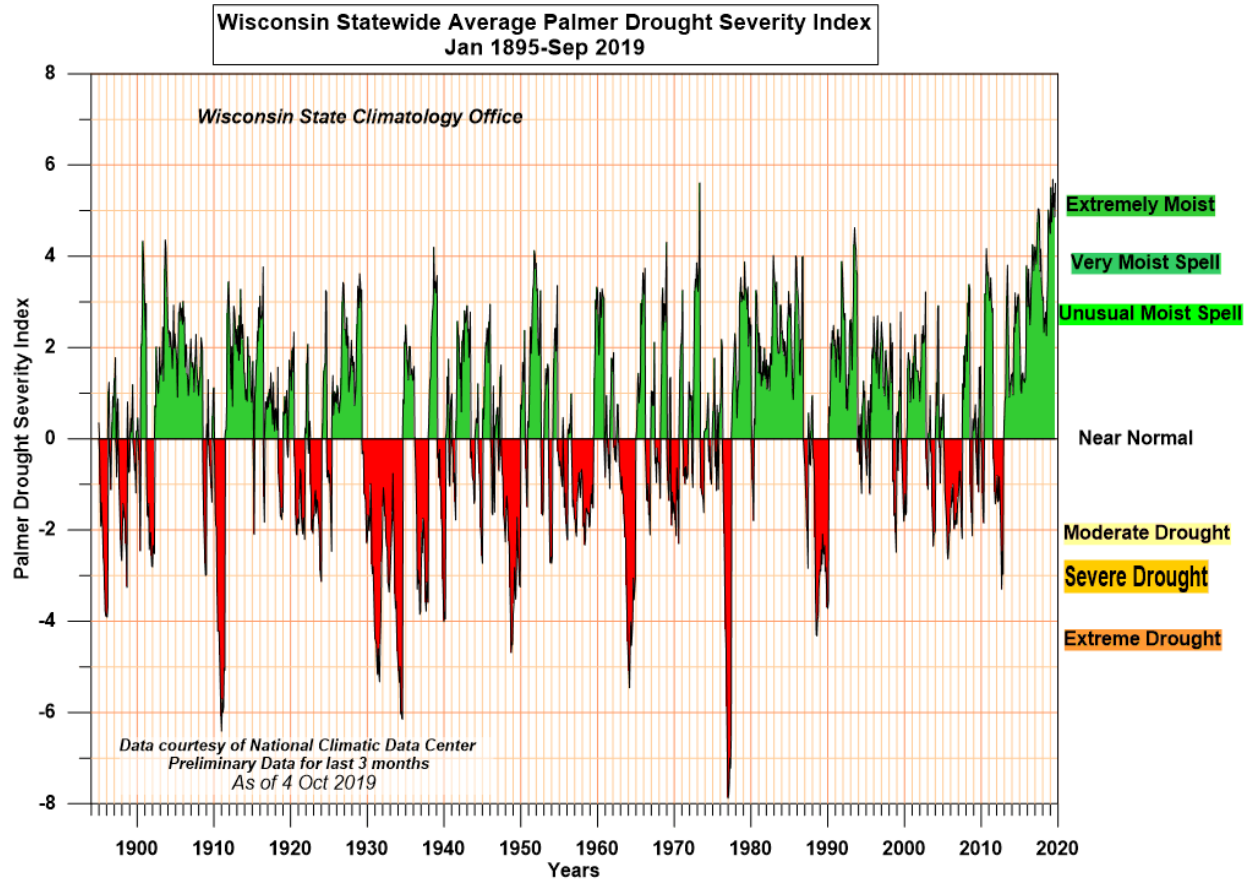
Source: **Wisconsin State Climatology Office**

Figure 2-3: Percent Area of Drought Monitor Categories for Wisconsin

Precent Area of Drought Monitor Categories for Wisconsin
[Source: National Drought Mitigation Center]

Legend:
- D0-D4
- D1-D4
- D2-D4
- D3-D4
- D4

Wisconsin State Climatology Office

Y-axis: Percent of State Area
X-axis: Time
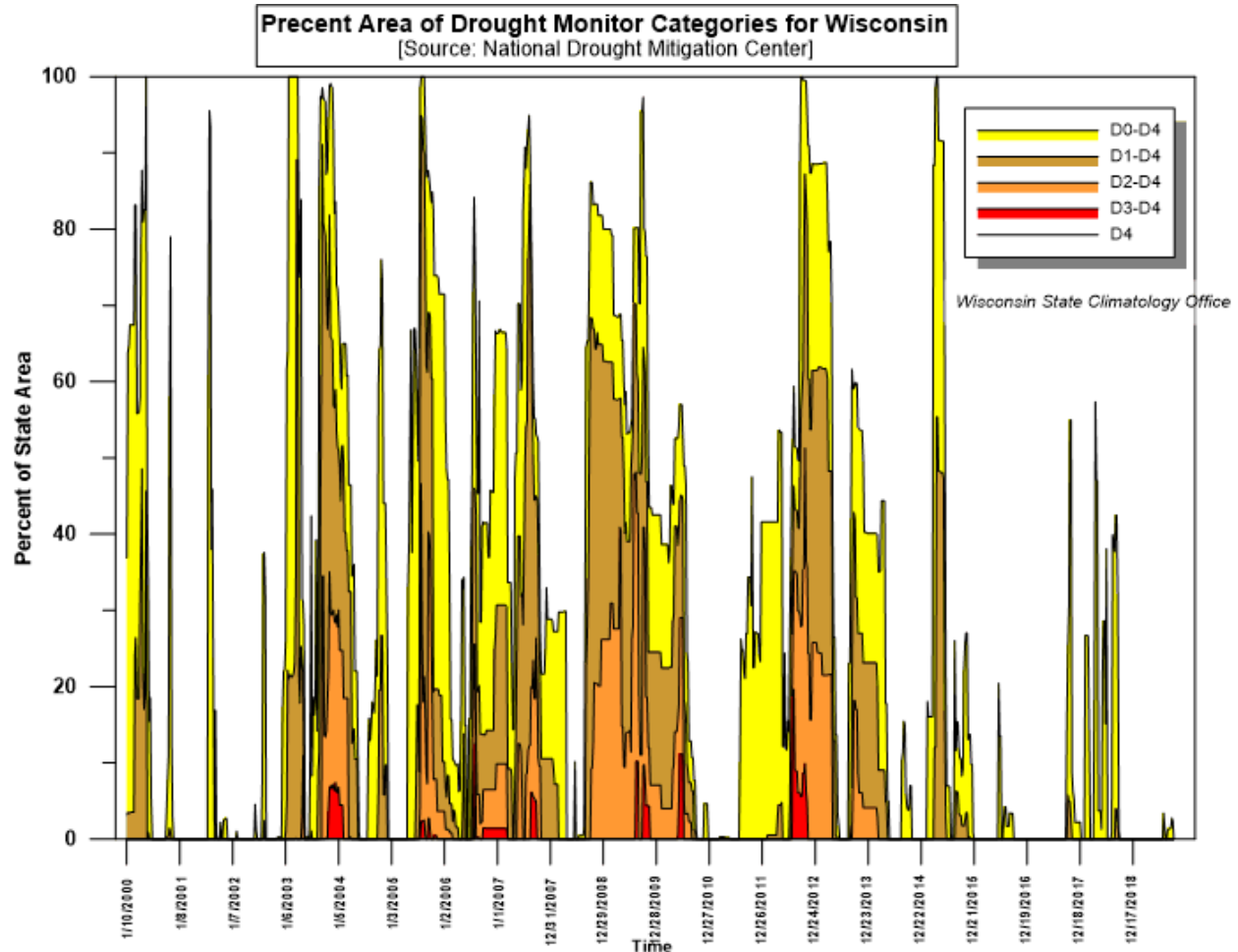
Source: Wisconsin State Climatology Office

2.1.6. Drought conditions cause many adverse effects on the state including, but not limited to:

    2.1.6.1   Agriculture, agriculture-based business, recreation, and the tourist industry

    2.1.6.2   Upward pressure on retail food prices due to shortages of vegetables, dairy products, meat, and other foodstuffs

    2.1.6.3   Increased possibility of rapidly spreading wildland fires due to reduced soil and vegetation moisture levels

    2.1.6.4   Water shortages that may result in voluntary or mandatory limitations on water use

    2.1.6.5   Reduced availability of drinking water

    2.1.6.6   Reductions in river, lake, and stream levels and flows causing harm to water-dependent natural resources

3. Concept of Operations

3.1. U.S. Drought Monitor Classification Scheme

The U.S. Drought Monitor is produced through a partnership between the National Drought Mitigation Center at the University of Nebraska-Lincoln, the United States Department of Agriculture, and the National Oceanic and Atmospheric Administration. The U.S. Drought Monitor uses the following Drought Severity Classification:

3.1.1. Category D0

    3.1.1.1   Description: *Abnormally Dry*

    3.1.1.2   Possible Impacts:

        (1) Going into a drought

           (A) Short-term dryness slowing planting, growth of crops or pastures

        (2) Coming out of a drought

           (A) Some lingering water deficits

           (B) Pastures or crops not fully recovered

3.1.2. Category D1

    3.1.2.1   Description*:* Moderate Drought

    3.1.2.2   Possible Impacts:

        (1) Some damage to crops, pastures

        (2) Streams, reservoirs, or wells low, some water shortages developing or imminent

        (3) Voluntary water use restrictions requested

3.1.3. Category D2

    3.1.3.1   Description: Severe Drought

    3.1.3.2   Possible Impacts:

        (1) Crop or pasture losses likely

        (2) Water shortages common

        (3) Water restrictions imposed

3.1.4. Category D3

    3.1.4.1   Description: Extreme Drought

    3.1.4.2   Possible Impacts:

(1) Major crop or pasture losses

(2) Widespread water shortages or restrictions

3.1.5. Category D4

3.1.5.1 Description: Exceptional Drought

3.1.5.2 Possible Impacts:

(1) Exceptional and widespread crop or pasture losses

(2) Shortages of water in reservoirs, streams, and wells creating water emergencies

3.1.5.3 Additional Drought Severity Classification information is included in Attachment 1.

3.2. Mobilization Triggers

This non-inclusive list demonstrates some of the triggers for activating this annex:

3.2.1. The governor, individually or in consultation with the adjutant general and WEM administrator, determines that conditions in the state warrant activation.

3.2.2. WEM, in consultation with the Drought Taskforce, determines that a significant portion of the state is Category D0 (Abnormally Dry) or Category D1 (Moderate Drought) condition.

3.2.3. WEM, in consultation with the Drought Taskforce, determines that any portion of the state is in a Category D2 (Severe Drought) or Category D3 (Extreme Drought) condition.

3.3. Drought Taskforce

3.3.1. Activation

Activation of the Drought Taskforce may occur in response to, or in anticipation of, drought conditions that may necessitate state support or assistance.

3.3.2. Composition

The taskforce is anticipated to include, but is not limited to, representatives from:

3.3.2.1 The Governor's Office

3.3.2.2 WI DHS

3.3.2.3 DNR

3.3.2.4 DATCP

3.3.2.5 WisDOT

3.3.2.6 DMA

3.3.2.7   WEM

3.3.2.8   PSC

3.3.2.9   DOA

3.3.2.10   Wisconsin State Climatology Office

3.3.3.   Activities

3.3.3.1   Meets on a regular basis

3.3.3.2   Submits weekly reports to the governor for his/her situational awareness and action

3.3.3.3   Serves as the technical advisory body for state and local decision makers

3.3.3.4   Develops, with the advice of focus area subgroups, short- and long-term drought response recommendations for protection of the public

3.3.3.5   May provide, with the advice of focus area subgroups, specific information on:

(1) Drought trends

(2) Establishing water use priorities

(3) Recommendations to local water utilities for creating or updating water shortage plans

(4) Water availability including observed and expected precipitation, stream flow, reservoirs, and groundwater levels

(5) Dry or impacted wells and other groundwater supply sources

(6) Recommendations relating to proposed state actions

(7) Potential impacts on Wisconsin's agriculture, economy, and environment

(8) Impacts to navigable waterways including Great Lakes ports and the Mississippi River

(9) Improvements to the capability to provide accurate and timely assessments of water availability or agricultural deficiencies

(10)   Recommendations to the governor and other partners concerning state level responses

3.3.4.   Focus area subgroups

In addition to the Drought Taskforce, additional subgroups, when created, provide input on various focus areas including, but not limited to:

3.3.4.1   Agriculture

3.3.4.2   Wildfire

3.3.4.3   Fish and wildlife

3.3.4.4   Recreation and tourism

3.3.4.5   Public water supplies

3.3.4.6   Economic impacts

3.4. Annex Activities

The WERP Basic Plan defines standardized tasks that constitute the prevention, protection, mitigation, response, and responsibilities of any agency that serves a role in emergency management. This section defines activities unique to this annex, intended for use in conjunction with the common tasks outlined in the Basic Plan.

3.4.1.   As drought conditions deepen, decisions on reducing water consumption may become necessary.

  3.4.1.1   Numerous factors influence these decisions including location and other factors specific to the incident at hand.

  3.4.1.2   The following prioritized, non-inclusive list of water uses is for guidance purposes only:

   (1) Human health

   (2) Firefighting

   (3) Livestock watering

   (4) Crop irrigation

   (5) Industrial and commercial process uses

   (6) Hydroelectric production

   (7) Recreational uses (i.e., water parks, golf course irrigation)

   (8) Quality of life use (landscape watering, car washing)

3.4.2.   Other measures to mitigate drought conditions may include adjustments to commercial, industrial, and municipal effluent discharged into lakes, rivers, and streams.

Table 3-1: Annex Activities for Drought Category D0

Phase	Action Item	Agency
Category D0 (Abnormally Dry)	▪ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions. ▪ Ensure online preparedness information is available and accessible to all audiences.	WI DHS DMA/WEM
	▪ Monitor precipitation, temperature, and soil dryness trends and report abnormalities to WEM.	NWS WI State Climatology Office

Phase	Action Item	Agency
	▪ Promote water conservation with public water utilities and all consumers. ▪ If necessary, evaluate quantity and quality of new public water sources.	DNR PSC
	▪ Monitor public water supplies currently identified as vulnerable. ▪ Notify WEM of significant identified vulnerabilities.	DNR Local Water Utilities

Table 3-2: Annex Activities for Drought Category D1

Phase	Action Item	Agency
Category D1 (Moderate	▪ Monitor for increases in diseases, including West Nile Virus, related to drought. ▪ Monitor for increases in nuisance animals invading populated areas seeking water from decorative water features, swimming pools, etc.	WI DHS
	▪ Monitor and report on current and forecast precipitation, temperature, and soil dryness conditions and trends.	NWS WI Climatology Office

	▪ Recommend that public water utilities request their customers conserve water by curtailing non-critical uses such as landscape watering, vehicle washing, and similar uses.
	▪ Monitor for changes in private and public well water quality due to reductions in the water table.
	▪ Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits.
	▪ Monitor for changes in private and public well water quality due to reductions in the water table.
	▪ Identify and evaluate the quantity and quality of new sources for public water if problems exist.
	▪ Initiate the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18.
	▪ Initiate the emergency high capacity well review process with priority set in the following order:
	  o Human health
	  o Animal health
	  o Crop irrigation
		DNR
		PSC

	▪ Monitor public water supplies currently identified as vulnerable. ▪ Notify WEM of significant vulnerabilities identified. ▪ Implement emergency response plans, as necessary.	DNR Local Water Utilities
	▪ If activated, provide current information on drought related topics to the governor's office.	Drought Taskforce
	▪ Consider activating the Drought Taskforce to monitor drought conditions more closely. ▪ Establish an incident site on WebEOC to provide enhanced situational awareness for all involved agencies, counties, tribes, municipalities, NGOs, and private sector partners. **Public Information Officer (PIO)**	DMA/WEM

Phase	Action Item	Agency
	▪ Conduct public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Consider issuing drought alerts to heighten public situational awareness of the current situation.	

Table 3-3: Annex Activities for Drought Categories D2 and D3

Phase	Action Items	Agency
Severe or Extreme Drought, Category D2 & D3	▪ Monitor the safety of: ○ The food supply for humans ○ Animal feed supplies ▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers.	DATCP

	▪ In coordination with the WEM PIO:
	○ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions.
	○ Ensure online preparedness information is available and accessible to all audiences.
	▪ Monitor and report on increases in diseases, including vector-borne diseases related to drought and severe weather, such as West Nile virus.
	▪ Track and report on surface water harmful algae blooms and other surface water degradations that can directly affect human health.
	▪ Monitor for changes in private and public well water quality due to reductions in the water table.
	▪ Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits.
	▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers.
	▪ Provide information on public health issues relating to:
	○ Coordination of drought response activities with key public health stakeholders and partners.
	○ Monitoring and assessments of drought-related public health impacts, including:
	  ▪ *Mental and behavioral health impacts.*
	  ▪ *Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities).*
	○ Public health implications of compromised quality in surface water and potable drinking water.
	  ▪ *Public health implications of compromised quality in groundwater quality and private drinking water wells.*
		WI DHS

	▪ Monitor and report current and forecast precipitation, temperature, and soil dryness conditions and trends to WEM.	NWS WI State Climatology Office

Phase	Action Items	Agency

Severe or Extreme Drought, Category D2 & D3	▪ Communicate with local public water utilities to:
	  ○ Gather information on the status of their system supply and demand.
	  ○ Encourage utilities to review and revalidate drought emergency contingency plans.
	▪ Recommend that public water utilities request that customers conserve water by curtailing non-critical uses.
	▪ Help identify and evaluate the quantity and quality of new sources of public water, if problems exist.
	▪ Be available to assist public water utilities with implementation of emergency response plans.
	▪ Initiate or continue the emergency process for temporary withdrawals from waterways allowed in Wisconsin Statutes §30.18.
	▪ Initiate or continue the emergency high capacity well review process with priority set in the following order:
	  ○ Human health
	  ○ Animal health
	  ○ Crop irrigation
	▪ Provide current information to local public water utilities regarding the status of groundwater and public drinking water aquifers.
		DNR
		PSC

	▪ Monitor public water supplies currently identified as vulnerable. ▪ Notify WEM of significant vulnerabilities identified. ▪ Implement water utility emergency response plans, as necessary.	DNR Local Water Utilities
	▪ Provide current information on drought related topics to WEM.	Drought Taskforce
	▪ If activated, provide comprehensive information relating to their target subject area.	Focus Area Subgroups

Phase	Action Items	Agency
Severe or Extreme Drought, Category D2 & D3	▪ Activate the Drought Taskforce, if not already activated. ▪ Consider activating subgroups to study target areas of the drought. ▪ Establish an incident site on WebEOC to enhance situational awareness for all involved agencies, counties, tribes, municipalities, non-government organizations, and private sector partners. ▪ Monitor water shortage conditions throughout the affected area. Be prepared to provide emergency water supplies, when and where necessary. ▪ Locate supplies of pumps, pipes, and other hardware to move large volumes of water for critical uses, if necessary. **Legal Counsel** ▪ Research statutes relating to public water supplies and shortages. Develop legal and legislative strategies for possible implementation, if needed. ▪ Prepare sample ordinances relating to water conservation to share with local jurisdictions. **PIO** ▪ Continue public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Consider issuing 'drought alerts' to heighten public situational awareness of the current situation. ▪ Adjutant General should consider recommending that the governor declare a state of emergency in areas of the state affected by the drought including recommended drought mediation measures.	DMA/WEM
	▪ Facilitate utility construction or emergency interconnections to alleviate water shortages per PSC 184.	PSC

Table 3-4: Annex Activities for Drought Categories D4

Phase	Action Items	Agency
Exceptional Drought Category D4	▪ Monitor and report current and forecast precipitation, temperature, and soil dryness conditions and trends to WEM.	NWS Wisconsin State Climatology Office

Phase	Action Items	Agency
	▪ Communicate with local public water utilities to update information on the status of their system supply and demand. ▪ Recommend that public water utilities request their customers conserve water by curtailing non-critical uses. ▪ Identify and evaluate the quantity and quality of new sources for public water, if problems exist. ▪ Assist public water utilities with implementation of emergency response plans, as requested. ▪ Continue the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18. ▪ Continue the emergency high capacity well review process with priority set in the following order: ○ Human Health ○ Animal Health ○ Crop irrigation ▪ Take such measures that allow farmers to harvest hay from or allow their livestock to feed on state owned land.	DNR PSC
	▪ Monitor public water supplies currently identified as vulnerable and notify WEM of significant vulnerabilities identified. ▪ Implement water utility emergency response plans, as necessary.	DNR Local Water Utilities
Exceptional Drought Category D4	▪ In coordination with the WEM PIO: ○ Conduct Heat Awareness and Severe Weather Awareness campaigns to make the public aware of potentially hazardous conditions. ○ Ensure online preparedness information is available and accessible to all audiences. ▪ Monitor and report on increases in diseases, including vector-borne diseases related to drought and severe weather, such as West Nile Virus. ▪ Track and report on surface water harmful algae blooms and other surface water degradations that can directly affect human health. ▪ Monitor for changes in private and public well water quality due to reductions in the water table. ▪ Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits. ▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers. ▪ Coordination of drought response activities with key public health stakeholders and partners. ▪ Monitoring and assessments of drought-related public health impacts, including: ○ Mental and behavioral health impacts. ○ Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities). ○ Public health implications of compromised quality in surface water and potable drinking water. ○ Public health implications of compromised quality in groundwater quality and private drinking water wells.	WI DHS Wisconsin State Laboratory of Hygiene

Phase	Action Items	Agency
	▪ Provide current information on drought related topics to the Governor's office.	Drought Taskforce
	▪ If activated, provide comprehensive information relating to their target subject area.	Targeted Drought Subgroups
	▪ Where the potential for a state declaration of emergency exists, consider imposing water restrictions.	Governor's office
Exceptional Drought Category D4	▪ Adjutant General Recommend implementation of legal and legislative measures to reduce the impact of drought on impacted populations. ▪ Recommend that the Governor declare a state of emergency in areas of the state affected by the drought. ▪ Consider recommending that the governor request a presidential disaster declaration. ▪ Monitor water shortage conditions throughout the area affected by the drought. Be prepared to provide emergency water supplies, when and where necessary. ▪ Consider activating WING resources to: 　○ Transport water to areas where water shortages are critically low. ▪ Transport pumps, pipes, and other hardware to assist local water utilities, farmers, and critical commercial and industrial entities with processes dependent on water for operation.	DMA
	Administrator ▪ Activate the Drought Taskforce if not already activated. ▪ Consider activating targeted subgroups to study target areas of the drought. **PIO** ▪ Continue public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Issue "drought alerts" to heighten public situational awareness of the current situation.	DMA/WEM
	▪ Facilitate utility construction or emergency interconnections to alleviate water shortages per PSC 184.	PSC

4. Agency Responsibilities

4.1. Lead Coordinating Agency – Department of Military Affairs

Table 4-1: Lead Coordinating Agency Functions

Agency	Functions

Department of Military Affairs/Wisconsin Emergency Management	**Administrator**
	▪ Monitor water shortage conditions throughout the drought affected area. Be prepared to provide emergency water supplies, when and where necessary.
	▪ Establish an incident site on WebEOC to provide enhanced situational awareness for all involved agencies, counties, municipalities, NGOs, and private sector partners, as necessary.
	• Activate and direct the Drought Taskforce to monitor drought conditions more closely, as needed.
	• Along with the TAG, make recommendations to the governor's office regarding:
	  o Declaring a state of emergency.
	  o Issuing orders to restrict water usage to all or portions of the state.
	  o Requesting a presidential disaster declaration.
	• Along with the TAG, activate WING assets to transport potable water to stricken areas of the state, as necessary.

	Public Information Officer ▪ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions. ▪ Ensure online preparedness information is available and accessible to all audiences. ▪ Conduct public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Issue "drought alerts" to heighten public situational awareness of the current situation.

4.2. Wisconsin Governmental Support Agencies

Table 4-2: State Government Support Agencies Functions

Agency	Functions
Department of Natural Resources	**Agency as a whole** ▪ Monitor public water supplies currently identified as vulnerable and review available information in order to identify additional public water supplies that may be vulnerable. ▪ Communicate with local public water utilities to gather and report information on the status of their systems, supplies, and demand. ▪ Recommend to local public water utilities and individuals that they limit water use, as appropriate. ▪ Identify public water supply needs and communicate deficiencies through sanitary survey inspections conducted every three years: 　o Gather information on the status of their system supply and demand. 　o Encourage utilities to review and revalidate drought emergency contingency plans. ▪ Identify and evaluate the quantity and quality of new sources for public water, if problems exist. ▪ Assist public water utilities with implementation of emergency response plans. ▪ Implement the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18. ▪ Implement the emergency high capacity well review process with priority set in the follow order: 　o Human health 　o Animal health 　o Crop irrigation ▪ Recommend to local public water utilities that they request customers limit water use, as appropriate.

4.3. Drought Taskforce

Table 4-3: Drought Task force Function

Agency	Functions
Drought Taskforce	**Taskforce as a whole** ▪ Provide short and long-term drought response recommendations to WEM and the governor's office.
	Department of Administration ▪ Provide information relating to the status of state government and the ability to provide government services.

	Department of Agriculture, Trade and Consumer Protection
	• Monitor the safety of:
	  o The food supply for humans
	  o Animal feed supplies
	• Provide information on public health issues relating to the mental and behavioral health impacts on farmers
	• Provide information relating to impacts on:
	  o Agricultural production
	  o Livestock
	  o Availability and increased cost of food

	Department of Health Services
	▪ Provide information on public health issues relating to:
	  o Coordination of drought response activities with key public health stakeholders and partners.
	  o Monitoring and assessments of drought-related public health impacts, including:
	    ▪ Mental and behavioral health impacts.
	    ▪ Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities).
	  o Public health implications of compromised quality in surface water and potable drinking water.
	  o Public health implications of compromised quality in groundwater quality and private drinking water wells.

	Local Water Utilities ▪ Monitor vulnerable public water supplies. ▪ Incorporate drought planning into existing public water supply emergency response plans. ▪ Implement water utility emergency response plans. ▪ Water utilities may establish a curtailment plan and file it as a tariff with the PSC under Wisconsin Administrative Code PSC Chapter 185.21.
	Department of Military Affairs/Wisconsin National Guard ▪ Provide information relating to availability of WING assets to assist in response to drought-related emergencies. ▪ Assign WING personnel and equipment to assist with delivery of potable water to areas of the state as directed by the governor and the adjutant general.

Agency	Functions

	Department of Natural Resources
	▪ Provide information relating to:
	    o Water availability, stream flow, reservoirs, and groundwater levels.
	    o Inspections of public water supplies conducted on a three-year schedule, including capacity to deliver adequate supplies of water.
	    o Impacts on wildlife.
	    o Wildfire prevention, vulnerability, and firefighting operations.
	▪ Provide current information to local public water utilities regarding the status of groundwater and drinking water aquifers.

	Public Service Commission • Provide information relating to availability of electrical energy and impairments to the electric grid. • Approval of emergency interconnections between utilities under Wisconsin Administrative Code PSC Chapter 184. • Report drought effects on electrical generation, reliability, etc. • Review and approve curtailment plans or other tariffs for emergency water supply emergency under Wisconsin Administrative Code PSC Chapter 185.90. • Provide to local public water utilities information regarding options for implementing conservation measures.
	Wisconsin Department of Transportation • Provide information relating to impacts on state and federal highways and impairments to traffic flow.
	Wisconsin State Climatology Office ▪ Provide information on past droughts. ▪ Coordinate with the governor's press office when the governor designates a chief spokesperson. ▪ Assist local officials with disseminating information (e.g., protective action recommendations).

4.4. Federal Agencies

Table 4-4: Federal Government Functions

Agency	Functions
U.S. Army Corps of Engineers	▪ Monitor and report, through the Drought Taskforce, impacts on navigability of the Mississippi River.
U.S. Coast Guard	▪ Monitor and report, through the Drought Taskforce, impacts on navigability of Great Lakes ports.

5. Supporting Documents

5.1. Attachments

5.1.1. U.S. Drought Monitor Drought Severity Classification

5.2. Other Resources

5.2.1.   Farmer to Farmer (http://farmertofarmer.uwex.edu). An animal feed clearinghouse created by the University of Wisconsin Extension. Farmer to Farmer assists livestock owners who may need access to additional sources of feed for their herds in times of drought.

5.2.2.   US Drought Monitor (http://droughtmonitor.unl.edu)

5.2.3.   Public Service Commission website, https://psc.wi.gov/Pages/ForUtilities/Water/ConservationandEfficiencyInitiative.aspx.

5.2.4.   Wisconsin Department of Natural Resources website, http://dnr.wi.gov/topic/WaterUse/.

5.2.5.   Wisconsin Climatology Office website, http://www.aos.wisc.edu/~sco/clim-watch.

Table 5-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
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Attachment 1

US Drought Monitor Drought Severity Classification

U.S. Drought Monitor
Drought Severity Classification

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Table 1: Drought Severity Classification

Category	Description	Possible Impacts	Palmer Drought Severity Index (PDSI)	CPC Soil Moisture Model (Percentiles)	USGS Weekly Streamflow (Percentiles)	Standardized Precipitation Index (SPI)	Objective Drought Indicator Blends (Percentiles)
			Ranges				
D0	Abnormally Dry	**Going into drought:** • Short-term dryness slowing planting, growth of crops or pastures **Coming out of drought:** • Some lingering water deficits • Pastures or crops not fully recovered	-1.0 to -1.9	21 to 30	21 to 30	-0.5 to -0.7	21 to 30
D1	Moderate Drought	• Some damage to crops, pastures • Streams, reservoirs, or wells low, some water shortages developing or imminent • Voluntary water-use restrictions requested	-2.0 to -2.9	11 to 20	11 to 20	-0.8 to -1.2	11 to 20
D2	Severe Drought	• Crop or pasture losses likely • Water shortages common • Water restrictions imposed	-3.0 to -3.9	6 to 10	6 to 10	-1.3 to -1.5	6 to 10
D3	Extreme Drought	• Major crop/pasture losses • Widespread water shortages or restrictions	-4.0 to -4.9	3 to 5	3 to 5	-1.6 to -1.9	3 to 5

				Ranges			
Category	Description	Possible Impacts	Palmer Drought Severity Index (PDSI)	CPC Soil Moisture Model (Percentiles)	USGS Weekly Streamflow (Percentiles)	Standardized Precipitation Index (SPI)	Objective Drought Indicator Blends (Percentiles)
D4	Exceptional Drought	• Exceptional and widespread crop/pasture losses • Shortages or water in reservoirs, streams, and wells creating water emergencies	-5.0 or less	0 to 2	0 to 2	-2.0 or less	0 to 2

Source: The National Drought Mitigation

Wisconsin Mass Care And Recovery Plan

For State-to-State Evacuations

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Wisconsin Emergency Response Plan

Wisconsin Mass Care & Recovery Plan
For State-to-State Evacuations

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Health Services (WI DHS)
	Department of Children and Families (DCF)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)
	Department of Agriculture, Trade and Consumer Protection (DATCP)
	Department of Corrections (WI DOC)
	Department of Justice (WI DOJ)
	Department of Public Instruction (DPI)
	Department of Veterans' Affairs (WDVA)
	Department of Workforce Development (DWD)
	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
	Wisconsin Housing & Economic Development Authority (WHEDA)
	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Non-Governmental Support Organizations	Adventist Community Services (ACS)
	American Red Cross
	The Salvation Army (SA)
	Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Host County Host Tribe	County or tribal emergency management
	County sheriff's department or tribal law enforcement
	County or tribal health and human services
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

To establish the legal and organizational basis for state-managed mass care and recovery operations following catastrophic incidents affecting populations from outside of Wisconsin who evacuate to Wisconsin.

1.2 Scope

In the event a disaster outside of Wisconsin prompts either a spontaneous evacuation of out-of-state residents to Wisconsin, or a direct request for Wisconsin to host evacuees from another state, this plan provides for state-managed mass care and recovery operations as directed by an executive order issued by the governor. This plan encompasses:

1.2.1   A mass care organizational framework for direct management of reception and mass care operations by state agency personnel with support from local, county, and tribal agencies and voluntary organizations.

1.2.2   Recovery – a rapid response system for providing a comprehensive range of recovery services for evacuees, with emphasis on quick transition to short- and long-term housing, whether they are located:

1.2.2.1 In shelter(s)

1.2.2.2 In the community near the shelter

1.2.2.3 In other locations around the state

1.3 Policies

1.3.1   Activation of the plan requires that the governor of the State of Wisconsin declare a state of emergency by executive order.

1.3.2   As set forth in the Wisconsin Emergency Response Plan, emergency support function (ESF) #6 may be designated to activate incident command for mass care and recovery lead operations, in which the State of Wisconsin hosts evacuated populations from other states. Incident command will coordinate with the state emergency operations center (SEOC).

1.3.3   WI DHS and the DCF share responsibilities for incident command. They may choose to operate under a unified command system with other key response partners.

1.3.4   The State of Wisconsin will authorize reimbursement of expenses incurred by local and tribal governments and host communities in support of state-managed mass care operations in accordance with §§ 323.30, 323.80, and 323.81 Wis.Stats., existing written agreements, and within federal and state public assistance program regulations.

1.3.5   This plan does not replace or supersede any local plans, nor does it usurp the authority of local, county, tribal governments, or voluntary organizations.

2. Planning Assumptions

2.1.1   All agencies and organizations named in this plan must develop additional supporting plans and procedures to fulfill their assigned missions, where neccessary.

2.1.2   A surge of out-of-state evacuees into Wisconsin from a catastrophic incident may occur:

2.1.2.1 Spontaneously

2.1.2.2 Through a state-to-state Emergency Management Assistance Compact (EMAC) agreement

2.1.2.3 Through the State and Province Emergency Assistance Compact

2.1.2.4 Through a direct request from FEMA to the host state

2.1.3   Spontaneous evacuees may locate across the state, either individually or in clusters.

2.1.4   Spontaneous evacuees who locate a considerable distance from a primary recovery center will need recovery support provided in the communities to which they evacuated.

2.1.5   The SEOC will use a variety of communications strategies to relay to evacuees:

2.1.5.1 The locations of community shelters

2.1.5.2 What supplies evacuees should bring to increase comfort at community shelters

2.1.5.3 What not to bring to shelters

2.1.5.4 How to contend with special considerations (e.g. pets; adults and children with disabilities and others with access and functional needs; unaccompanied minors; probation, parolees, sex offenders; etc.)

2.1.6 To the degree possible, pre-screening of transportation-dependent evacuees will occur at local assembly areas when evacuees are boarding transit vehicles.

2.1.7 The SEOC will strongly advocate home state use of an evacuee tracking system to:

2.1.7.1 Identify and aggregate:

(1) Family members

(2) Their pets and service animals

(3) Their possessions

2.1.7.2 Create transportation manifests

2.1.7.3 Track evacuees from site-to-site

2.1.7.4 Facilitate family reunification

2.1.7.5 Flag evacuees with medical or access and functional needs

2.1.7.6 Flag unaccompanied minors

2.1.7.7 Flag those on probation, parolees, or sex offenders

2.1.8 The American Red Cross is a primary community shelter provider. This plan will capitalize, to the greatest degree possible, on existing sheltering systems and capabilities.

2.1.9 Participating agencies will make every effort to eliminate duplicative evacuee registration requirements by sharing evacuee intake data.

3. Concept of Operations

This plan prescribes the core framework for state agency responsibilities in state-managed mass care and recovery operations. Other supplemental agency, interagency, local, county, tribal, and non-governmental plans provide additional operational details.

3.1 Mobilization Triggers

Mobilization of this plan requires that both of the following events occur:

3.1.1 Disaster survivors from another state evacuate to Wisconsin by means of:

3.1.1.1 An EMAC agreement between Wisconsin and the home state

3.1.1.2 The State and Province Emergency Assistance Compact

3.1.1.3 A request from FEMA that Wisconsin host evacuees

3.1.1.4 Spontaneous evacuation

3.1.2 The governor declares a state of emergency.

3.2 Site Organization

The following chart suggests a concept of site organization for the shelters and recovery center that provides for (depending on level of disaster declaration):

3.2.1   Privacy for shelter residents

3.2.2   Proximity of the animal shelter and the recovery center to shelter residents

3.2.3   Recovery Center vs. Multi-Agency Resource Center (MARC)

       3.2.3.1 In the event of a Presidential Declaration of a Major Disaster, a Disaster Recovery Center (DRC) will be activated to facilitate dissemination of federal and other types of aid.

       3.2.3.2 In the absence of a presidential declaration, a MARC will be activated to facilitate the dissemination of available aid.

3.2.4   A separate entrance to the recovery center for evacuees who are not residing in the shelter

3.2.5   The inclusion of remote recovery centers in the concept of operations

Figure 3-1: Concept Site Organization
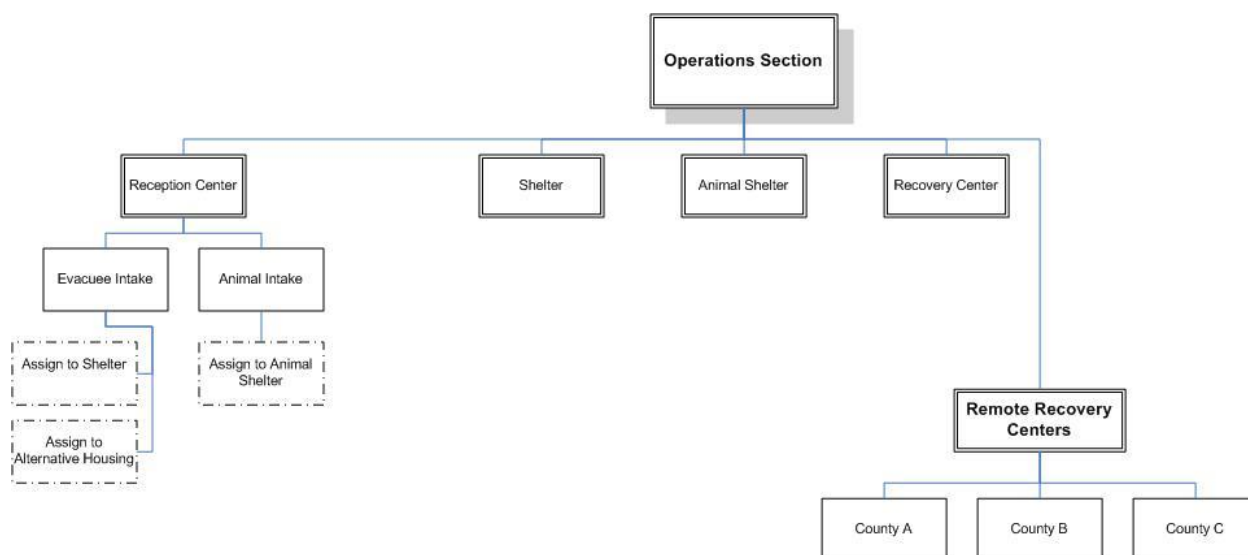
3.3 Incident Management Teams

To the degree feasible, this plan will call on regional Wisconsin incident management teams (IMTs) to help staff key command and general staff incident command positions.

3.3.1   An incident management team is a comprehensive resource to either augment ongoing operations through provision of infrastructure support or, when requested, transition to an incident management function to include all components and functions of a command and general staff. An IMT:

3.3.1.1 Includes command and general staff members and support personnel

3.3.1.2 Has formal response requirements and responsibilities

3.3.1.3 Has pre-designated roles and responsibilities for members (identified and able to be contacted for deployment)

3.3.1.4 Is available 24/7/365

3.3.1.5 In lengthy operations, typically transitions to responsible agency personnel

3.4 Incident Command

The following charts suggest a functional organizational structure that should be flexible and scalable in accordance with the size of the operations. "Functional" means that a single person, unit, task force, or team might fulfill two or more functions, and the boxes do not necessarily represent separate positions or units.

Figure 3-2: Incident Command Chart
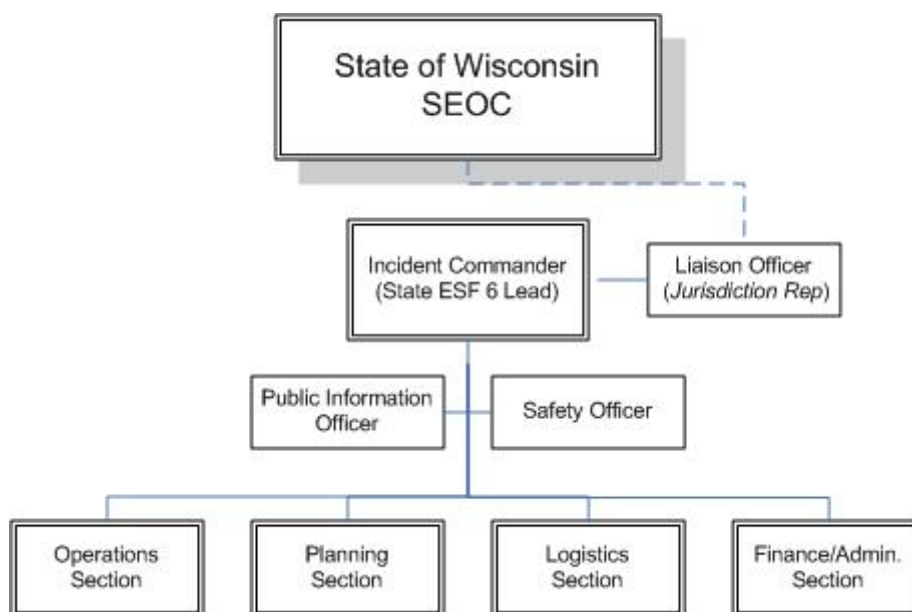
Figure 3-3: ESF Incident Command Chart
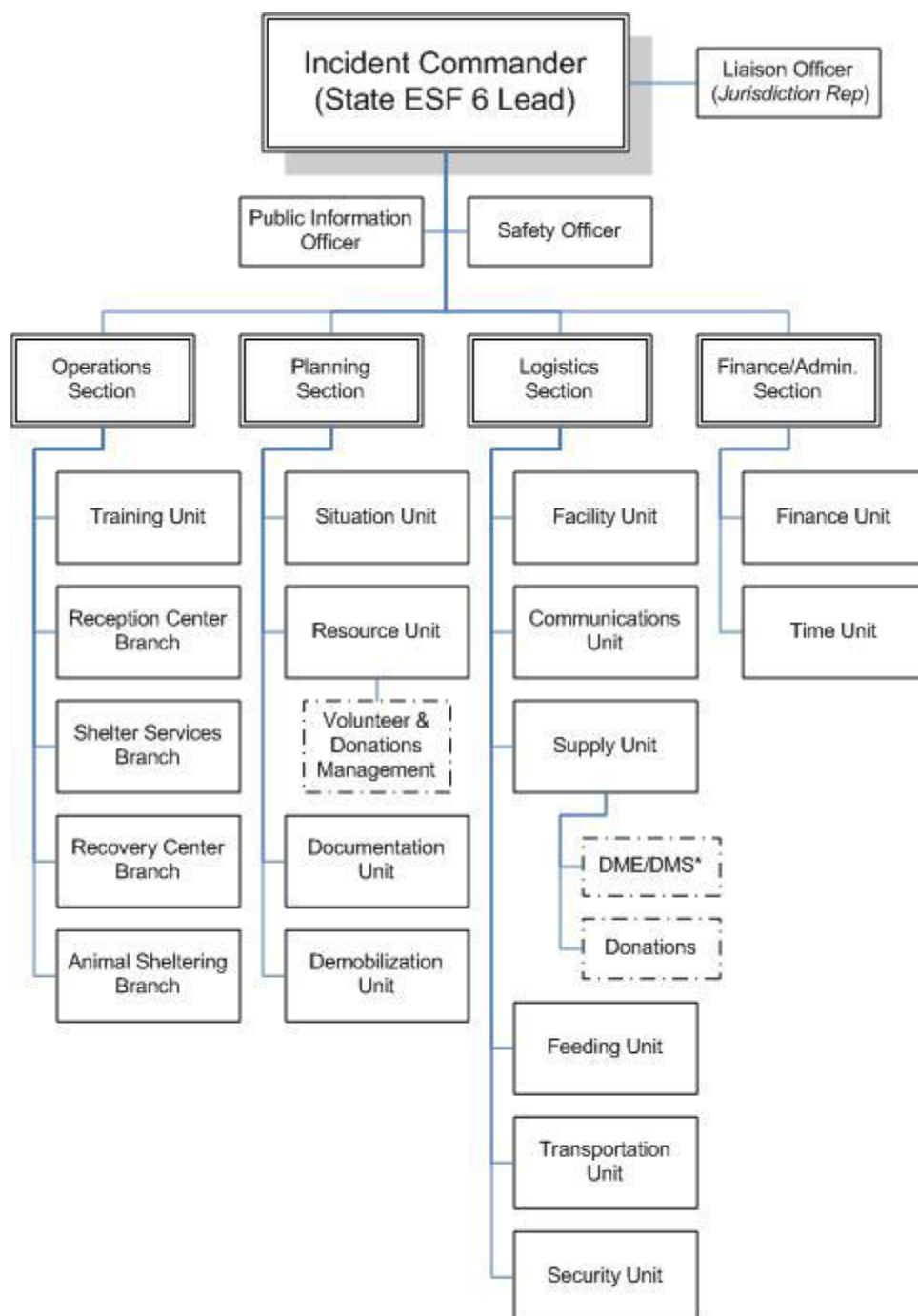
*Durable Medical Equipment/Durable Medical Supplies

3.5 Functional Organization

Figure 3-4: Operational Section Functional Organization
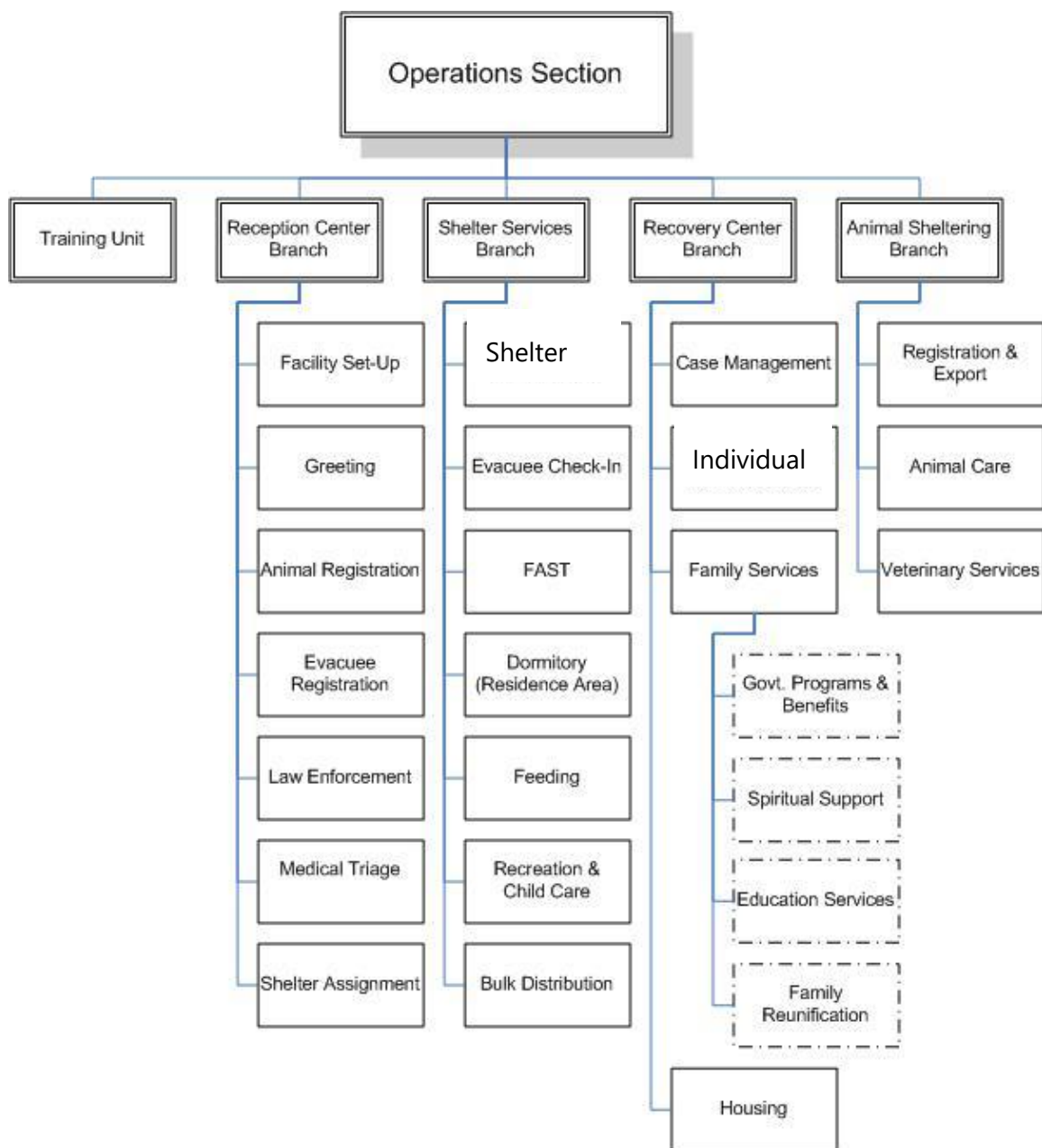
3.6 SEOC Interface

The SEOC may elevate to Level 3 or higher in anticipation of and in support of activation of this plan, with the following ESFs providing operational support.

Table 3-1: ESFs Operational Support

State ESF	Support Role
ESF 2	• Supports provision of communications capabilities at facilities
ESF 5	• Opens SEOC – activate relevant ESFs • Coordinates with governor's office for declaration of a state of emergency • Coordinates with FEMA, EMAC, and evacuees' home state relative to the conditions/parameters of the operation • Provides support in filling incident command general and command staff positions • Provides communications and resource support
ESF 6	• Directs mass care and recovery operations • Coordinates voluntary organization support • Provides interface with ESF 14 for transition from short-term to long-term recovery
ESF 7	• Activates Donations and Volunteer Management Plans as necessary • Provides support to on-site logistics section
ESF 8	• Provides public health and medical support • Supports public health inspections of facilities • Coordinate healthcare volunteer support
ESF 11	• Activates Animal Disaster Response Plan
ESF 13	• Supports provision of security at reception, shelter, and recovery facilities
ESF 14	• Initiates all relevant recovery services, programs, and systems • Interfaces with ESF 6 to transition from short-term to long-term recovery • Serves as primary point of contact with FEMA recovery staff

ESF 15	• Provides support to on-site public information
	  o Supports public information officer (PIO) staffing
	  o Provides web and social media support
	• Coordinates the mobilization of a joint information center (JIC), if necessary
	• Coordinates legislative/congressional communications relative to the operation
	• Supports rumor control

4. Functional Responsibilities

The term "functional responsibilities" indicates activities in contrast to personnel. Depending on the scale of operations, individual staff might perform multiple functions. All agencies and organizations identified in the following charts must develop additional supporting plans and procedures as necessary to fulfill their assigned missions.

4.1 Incident Commander

WI DHS and the DCF share responsibility for incident command. They may choose to operate under a unified command system with other key response partners.

4.2 Command Staff

Table 4-1: Command Staff Roles

Chart	Role	Agency
Command Staff	**Liaison Officer** Is the primary point of contact between the incident command, responding organizations, local governmental organizations, and the SEOC.	IMT DMA/WEM CountyTribe
	Public Information Officer Disseminates information, as approved by the incident commander. • Internal information – to evacuees • External information – to the public	WI DHS/DCF
	Safety Officer • Identifies hazardous situations associated with the mass care and recovery operations. • Ensures the use of adequate protective strategies and equipment.	IMT

4.3 Operations Section

Table 4-2: Operation Section Roles

Chart	Role	Agency
Operations Section	**Operations Section Chief**	WI DHS/DCF
	Training Coordinates/provides just-in-time training for all personnel, as needed.	WI DHS/DCF IMT WIVOAD
	Reception Center Branch Director	WI DHS/DCF DMA/WEM
	Facility Set-Up Prepares and equips the reception center, including designated areas for all reception functions.	WI DHS/DCF
	Greeting Greets evacuees prior to their debarking from their plane or bus, escorts them to the reception center, and accompanies them aboard busses to their assigned shelters.	Host county Host tribe
	Animal Registration Coordinate with animal response volunteers and entities to receive, check-in, and appropriately care for evacuees' household pets prior to transportation to their assigned shelters.	DATCP
	Evacuee Registration • Enters or updates evacuee information. • Makes immediate referral of unaccompanied minors to the County Department of Human, or Social Services, or the Division of Milwaukee Child Protective Services (DMCPS) Intake Workers, where the child is currently at, to determine if physical custody of the child should be taken for placement into out-of-home care.	Host County Host tribe DCF WI VOAD

Chart	Role	Agency

Operations Section	**Law Enforcement**
	• Conducts background checks on all incoming evacuees to determine:
	  ○ Circumstances that affect sheltering options (e.g. registered sex offenders, people with restraining orders).
	  ○ Which evacuees need to register with the WI DOC for probation or parole.
		Host county
		Host tribe

	Medical Triage • Determines whether evacuees can safely continue in community shelters or need referral to skilled nursing facility (e.g. hospital, nursing home, behavioral health center). • Determines immediate prescription and medical equipment as well as supply needs. • Refers evacuees to shelter health services unit or as appropriate.	WI DHS (MRC) American Red Cross
	Shelter Assignment Assigns evacuees to appropriate shelter and records their destinations.	American Red Cross
	Shelter Services Branch Director	WI DHS/DCF
	Facility Set-Up and Maintenance • Prepares and equips the shelter, providing for designated areas for all shelter functions, including all furnishings, equipment, ADA accommodations, and signage. • Provides for cleaning and maintenance throughout shelter use.	American Red Cross
	Evacuee Check-In • Maintains an ongoing roster of names and locations of all shelter residents. • Makes immediate referral of unaccompanied minors to the County Department of Human, or Social Services, or the DMCPS Intake Workers where the child is currently at to determine if physical custody of the child should be taken for placement into out-of-home care.	American Red Cross DCF
	Dormitory (Residence Area) Provides and manages accessible sleeping, toilet, and showering accommodations for shelter residents.	American Red Cross
	Feeding Provides three meals a day (including at least one hot meal per day) plus snacks for evacuees, that meet nutritional requirements for infants, children, as well as dietary and cultural restrictions.	SA
	Supply Distribution Provides essential supplies to shelter residents (e.g. toiletry kits, diapers, clothing).	American Red Cross SA
	Recovery Center Branch Director	DMA/WEM
	Case Management Coordinate and track evacuee access to all recovery services and programs, including facilitating voluntary organizational support to fulfill evacuees' unmet needs.	WI DHS WI VOAD
Operations Section	**Health/Behavioral Health Services** • Ensures evacuee access to health and medical services, supplies, and equipment. • Maintains secure evacuee medical and behavioral health records as appropriate.	WI DHS American Red Cross

Chart	Role	Agency
	Individual and Family Services	WI DHS/DCF

	• Government programs and benefits – coordinates access to:
	  o Continuity of those local, state, tribal, and federal government programs and benefits in which they were enrolled prior to evacuation.
	  o Local, state, tribal, and federal programs and benefits to which evacuees are entitled by virtue of their relocation or disaster declaration, or both.
		Multi-agency

	• Spiritual Support - provides or facilitates evacuee access to appropriate spiritual support.	SA
	• Education Services – coordinates evacuee access to schools and educational opportunities/services.	DPI Host county Host tribe
	• Family Reunification – facilitates the location and reunification of family members.	American Red Cross DCF
	Housing Coordinates rapid evacuee access to available, affordable housing and housing programs, both short- and long-term.	DMA/WEM DOA
	Animal Shelter Branch Director	DATCP
	Registration and Export • Coordinates pet ownership and information records. • Coordinates reunification of pets and owners or placement of abandoned pets or pets unsuited to the shelter.	DATCP
	Animal Care Coordinate pet care, in cooperation with pet owners.	DATCP
	Veterinary Services Coordinate pet veterinary services.	DATCP

4.4 Planning Section

Table 4-3: Planning Section Roles

Chart	Role	Agency
Planning Section	**Planning Section Chief**	IMT
	Situation • Collects, maintains, and displays operational status information for the IMT. • Provides situation evaluation, predictions and analysis, and prepares information on alternate strategies.	IMT

Chart	Role	Agency

	Resource
	• Oversees check-in and maintains status-keeping system of all resources (including human resources).
	• Assembles the incident action plan.
	• Volunteer and Donations Management
	  o Registers and assigns all unaffiliated volunteers, both pre-registered and spontaneous.
	  o Manages receipt and allocation of donated goods and funds.
	    ▪ Initiates mobilization of donations warehouse and distribution system as necessary.
	    ▪ Initiates mobilization of donated funds management and distribution system as necessary.
		IMT
		DMA/WEM

	Documentation Maintains, packs, and stores all operations-related documentation.	WI DHS/DCF
	Demobilization Ensures an orderly, safe, and cost-effective release of personnel and equipment when they are no longer required.	WI DHS/DCF

4.5 Logistics Section

Table 4-4: Logistics Section Roles

Chart	Role	Agency
	Logistics Section Chief	IMT
Logistics Section	**Facilities** • Determines and charts facility requirements for all operational activities. • Directs ongoing facility maintenance.	WI DHS/DCF
	Communications • Prepares the incident communications plan. • Manages all communications and messaging systems.	IMT

	Supplies
	• In coordination with operations, planning, and finance sections, coordinates an ordering and management system for all needed supplies.
	• Durable medical equipment (DME)/DMS – specialized supply support for durable medical equipment and durable medical supplies.
	• Donations
	  o Utilizes tracking software for targeted solicitation/management of substantial donations.
	  o Provides specialized support for receipt, stocking, inventory control, and distribution of donated goods.
		WI DHS
		American Red Cross
		ACS

	Feeding Provides for feeding of response and recovery workers.	SA
	Transportation Coordinates transportation for evacuees to and from off-site services.	Host county Host tribe
	Security • Coordinates security at all facilities.	Host county Host tribe

Chart	Role	Agency
	• Ensures secure entrances to shelters.	

4.6 Finance/Administration Section

Table 4-5: Finance/Administration Section Roles

Chart	Role	Agency
Finance/ Administration	**Finance/Administration Section Chief**	WI DHS/DCF
	Finance • Identifies financial requirements for planned and expected operations and establishes procurement guidelines. • Maintains all operations-related agreements (e.g. for facilities, equipment, etc.).	WI DHS/DCF
	Time Establishes and maintains daily timekeeping systems for all personnel and equipment deployed.	WI DHS/DCF

5. Agency Responsibilities

5.1 Lead Coordinating Agencies – Department of Health Services/Department of Children and Families

Table 5-1: Lead Coordinating Agency Functions

Agency	Functions
Joint Responsibilities **Wisconsin Department of Health Services** **Department of Children & Families**	**General** • Direct all preparedness, response, and recovery operations associated with receipt, care of, and resettlement of evacuated population. • Ensure evacuee-tracking systems are implemented and sustained. • Coordinate provision of resources and programs available to resettle the evacuated population. • Coordinate response and recovery agencies as well as organizations to identify and address the evacuated population's unmet needs.
	Mass Care • Coordinate with relevant voluntary, local, tribal, and state governmental organizations to assign incident command responsibilities and meet staffing requirements of: o The reception center o The shelter o The recovery center o The animal shelter • Coordinate with ESF 8 in meeting the medical needs of evacuees. • Ensure all facilities and programs are accessible and ADA-compliant. • Maintain situational awareness of voluntary organizations' response activities and take measures to address unmet needs or avoid duplication of efforts.

Agency	Functions

	Emergency Assistance
	• Recruit organizations to assess the full range of needs of the evacuees and provide sufficient personnel, supplies, equipment, and other resources for:
	  o The general population
	  o People with access and functional needs
	  o People with medical needs
	  o Infants and children
	  o Refugees (evacuees who are not U.S. citizens)
	  o Household pets and service animals
	• Coordinate with voluntary agencies to secure support for nonconventional shelter for evacuees who cannot reside in the primary shelter.
	• Coordinate with WEM to activate the Donations and Volunteer Management Plans, as necessary.

	Housing ▪ Coordinate with WEM to identify and disseminate information on available, affordable housing, and housing programs.
	Human Services • Coordinate the provision of/access to human services for the evacuated population. • Coordinate and implement human service assistance programs from governmental and non-governmental sources triggered by relevant disaster declarations. • Coordinate the provision of emotional support to evacuees and emergency workers, if needed.

Department of Health Services	• Direct general state human services efforts for the evacuated population.
	• Coordinate the application for and provision of crisis counseling or disaster case management, if available.
	• Provide for evacuee access to WI DHS programs as warranted including, but not limited to:
	  o Public health services
	  o Behavioral health services
	  o Nutritional/hunger relief programs
	  o Services for older persons
	  o Long-term care services
	• Utilize the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) as necessary.
	  o Deploy health and medical volunteers as needed.
	  o Coordinate mobilization of Medical Reserve Corps (MRC).

Agency	Functions
Department of Children and Families	• Direct state human services efforts in meeting the needs of the evacuated children and families, including: o Coordinate emergency child care. o Support child reunification with family/caregivers. o Refer unaccompanied minors to child welfare agencies. • Provide for evacuee access to DCF programs as warranted including, but not limited to: o The Wisconsin Works (W-2) program o Wisconsin Shares (child care subsidies) o Refugee Assistance Services o Other related DCF programs

5.2 Wisconsin Governmental Support Agencies

Table 5-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration	• Coordinate with federal agencies to assess housing needs of vulnerable evacuees.
Department of Agriculture, Trade and Consumer Protection	• Coordinate the mobilization, operations, and demobilization of the household pet shelter. • Coordinate the placement of unclaimed pets. • Provide consumer protection services to the evacuees.
Department of Corrections	• Coordinate disposition of evacuees who are on probation, parole, or are sex offenders. • Provide resources for security operations. • Provide transporation support for security operations.
Department of Justice	• Provide support for security background checks for evacuees. • Provide support to law enforcement/security operations.
Department of Public Instruction	• Coordinate access to appropriate educational resources for school-age evacuees.
Department of Veterans Affairs	• Coordinate access for evacuated veterans to appropriate programs and benefits.

Department of Workforce Development	• Provide for evacuee access to information and contacts for the following programs:
	  o Worker's compensation
	  o Unemployment insurance
	  o Anti-discrimination enforcement
	  o Vocational rehabilitation for people with disabilities
	  o Employment and training services
	• Administer the Disaster Unemployment Assistance (DUA) program through the Unemployment Insurance (UI) Division following a presidential disaster declaration that includes individual assistance.

Department of Military Affairs: Wisconsin Emergency Management	• Elevate and manage the SEOC in support of response and recovery operations. • Activate the Donations and Volunteer Management Plans, as neccessary. • Coordinate and implement human service assistance programs available following a triggering disaster declaration. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available, affordable housing, and housing programs.
Wisconsin Housing & Economic Development Authority	• Coordinate with the DOA and federal agencies to identify multifamily and elderly affordable housing. • Administer home buying and home improvement programs, as appropriate for disaster survivors.

Agency	Functions

Department of Military Affairs: Wisconsin National Guard	Upon a state declaration of emergency and validated request from the state provide:
	• Support to evacuation, reception center, and mass care operations.
	  o Planning and logistics support
	  o Use of WING facilities for reception
	  o Transportation support with buses or heavy trucks
	• Support to supply and commodity distribution.
	• Limited power generation and communications support.

5.3 Non-Governmental Support Organizations

Agency	Functions
Adventist Community Services	• Lead/conduct donations management operations.
American Red Cross	• Provide mass care services such as sheltering, feeding, distribution of relief supplies, and family reunification. • Provide health services to survivors supporting the replacement of medications and medical equipment. • Provide mental health and psychological first aid support to survivors, first responders, and disaster workforce. • Utilize the National Shelter System to track shelter data including shelter locations and population counts and share shelter data with partners. • Staff local and state EOCs. • Complete damage assessment on residential properties. • Provide recovery casework and direct financial assistance.

The Salvation Army	• Direct and provide for all feeding operations.
	• In coordination with WI VOAD and other relief organizations provide:
	  o Individual family assistance grants (i.e., vouchers for clothing, food and other emergency needs) to meet the basic needs of evacuees as determined by Salvation Army guidelines.
	  o Items needed by evacuees (e.g., toiletry kits, clean-up kits).
	  o Emotional and spiritual counseling to evacuees and others upon request and as needed.

Wisconsin Voluntary Organizations Active in Disaster	• Coordinate the provision of services from member organizations to ensure equitable access to services and to avoid duplication of efforts. • Assist in long-term recovery efforts with US-DHS, FEMA, state, county, local, and tribal government, and others to address evacuees' unmet needs. • Provide case management training and support materials for long-term recovery.

5.4 Host County

Agency	Functions
Host Jurisdiction **Host Tribe**	**County emergency management** **Tribal emergency management** • Support unified command as appropriate.

Agency	Functions
	• Provide resource support.
Host Jurisdiction **Host Tribe**	**County sheriff's department** **Tribal law enforcement** • Provide support for background checks of incoming evacuees. • Provide support for facility security.
Host Jurisdiction **Host Tribe**	**County health and human services** **Tribal health and human services** ▪ Provide support to health and human services operations.

6. Supporting Documents

6.1 References

6.1.1   FEMA Recovery Policy RP 9523.18 – Host-State Evacuation and Sheltering Reimbursement (https://www.fema.gov/952318-host-state-evacuation-sheltering-reimbursement)

6.1.2   FEMA Recovery Policy 9580.7 – Host-State Evacuation and Sheltering Frequently Asked Questions

6.1.3   National Response Framework, ESF 6 (https://www.fema.gov/media-library-data/1470149820826-7bcf80b5dbabe158953058a6b5108e98/ESF_6_MassCare_20160705_508.pdf)

6.1.4   National Disaster Recovery Framework (https://www.fema.gov/media-library-data/1466014682982-9bcf8245ba4c60c120aa915abe74e15d/National_Response_Framework3rd.pdf)

Wisconsin Emergency Response Plan
Wisconsin Mass Care & Recovery Plan
For State-to-State Evacuations

Table 6-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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Mass Evacuation Incident Annex

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)/Capitol Police
	Department of Agriculture, Trade and Consumer Protection (DATCP)
	Department of Children & Families (DCF)
	Department of Corrections (WI DOC)
	Department of Health Services (WI DHS)
	Department of Justice (WI DOJ)
	Department of Natural Resources (DNR)
	Department of Safety & Professional Services (DSPS)
	Department of Transportation (WisDOT)
	Public Service Commission (PSC)
	Wisconsin Housing & Economic Development Authority (WHEDA)
	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
	Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)
Non-Governmental Support Organizations	American Red Cross
	National Emergency Management Association (NEMA)/Emergency Mutual Aid Compact (EMAC)
	The Salvation Army (SA)
	Wisconsin Voluntary Organizations Active in Disaster (WI VOAD)
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA)
	U.S. Department of Transportation (US DOT)

1. Introduction

The common vision of a typical "mass evacuation incident" is a coastal evacuation where hundreds of thousands of people, given early warning and using all available vehicles, form miles-long streams of traffic creeping inland on contraflow roads crossing multiple jurisdictions to avoid an impending storm's devastating impact. Wisconsin, however, faces no such threat.

A "mass evacuation incident" in Wisconsin is more likely to occur with limited or no warning and be more localized in its impact. Since "mass evacuation" implies that sizeable populations are involved, incidents triggering mass evacuations will generally occur in Wisconsin's largest population centers (see Figure 1) and will almost immediately overwhelm local resources requiring instantaneous mutual aid from surrounding communities, the private sector, Wisconsin state resources, surrounding states, or the federal government. These incidents could also affect multiple jurisdictions necessitating large-scale evacuation and shelter operations particularly in high population density areas of Southeast Wisconsin, the Fox Valley, or Dane County.

Additionally, areas of Wisconsin in close proximity to large population centers in neighboring states (Chicago and Minneapolis/St. Paul metropolitan areas) should have plans in place and

have conducted requisite prior coordination to effectively address the needs of a large population influx from those out-of-state areas.

Since evacuations in Wisconsin are more localized, this annex assumes that local/county/tribal emergency management agencies will develop specific evacuation plans for their respective jurisdictions based on prevailing threats. This state plan is intended as guidance for jurisdictions as specific local plans are developed.

1.1. Purpose

This annex describes the overall process of conducting mass evacuations in Wisconsin. It outlines critical policy, coordination, and planning as well as logistical issues and sets forth general procedures for augmenting large-scale evacuations of one or more of the twelve state-designated population centers (Figure 1) due to large-scale, no-notice incidents.

Figure 1-1: State-Designated Population Centers
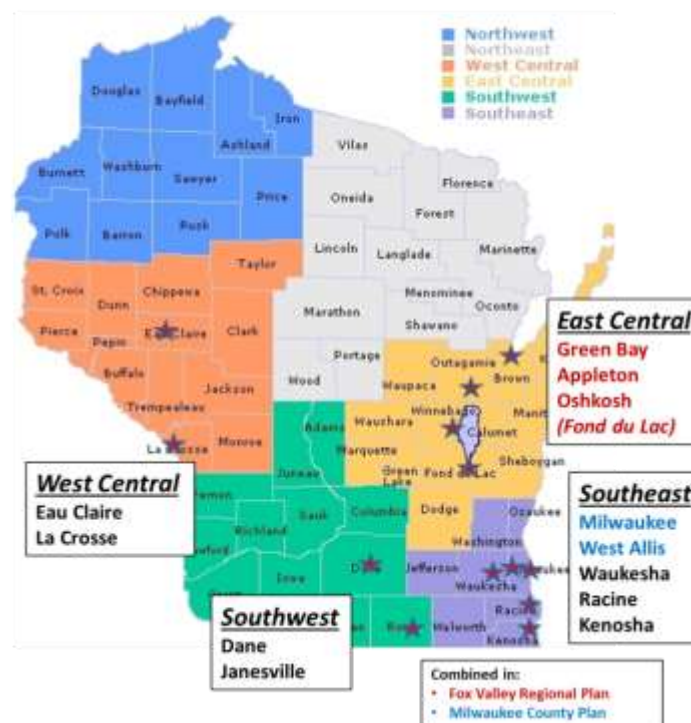
1.2. Scope

This annex addresses mass evacuation, including the movement of goods, equipment, animals, or people that may be associated with a catastrophic incident. This annex is closely linked to the

Emergency Support Function (ESF) 1 Transportation and Wisconsin Mass Care and Recovery Plan Annex.

1.3. Policies

The policies used in a catastrophic incident and this annex are found in the WERP, Basic Plan.

2. Planning Assumptions

This annex is generally focused on mass evacuation associated with a catastrophic incident on the state's 12 largest metropolitan areas. However, the response concepts can be applied to incidents that affect any large population state.

2.1. Assumptions

2.1.1. Mass evacuation situations will likely be driven by catastrophic circumstances and such situations expectedly lead to mass care conditions.

2.1.2. In a catastrophic incident that triggers a mass evacuation, areas of the state apart from the 12 state-designated large population areas will be evacuated with limited outside assistance.

2.1.3. Large-scale evacuation during radiological incidents will be governed by existing radiological response plans.

2.1.4. Large-scale evacuations that do occur will be short-range (inside 100 miles) and will be of moderate to extended duration (weeks as opposed to days).

2.1.5. The majority of an affected population will self-evacuate using personal transportation.

2.1.6. The self-evacuation percentage decreases significantly as the severity of the incident increases.

2.1.7. Local municipalities will proactively inventory and track their populations requiring evacuation assistance.

3. Concept of Operations

3.1. General

3.1.1. Evacuation is one element of a large disaster and incident response effort.

3.1.2. Evacuation is a process by which:

3.1.2.1 People are moved from a place where there is immediate or anticipated danger to a place of safety with appropriate temporary shelter facilities.

3.1.2.2 Once the threat to safety is mitigated, these same people return to their normal activities or make suitable alternative arrangements.

3.1.3. Mass evacuation entails:

    3.1.3.1 Moving a very large number of people beyond their home jurisdictions into another jurisdiction.

    3.1.3.2 It requires a robust and multi-jurisdictional effort and the coordination of many disciplines, agencies, and organizations.

3.1.4. Wisconsin's mass evacuation concept centers on the WisDOT Evacuation Route and Traffic Control Guidance.

    3.1.4.1 This guidance sets forth route requirements and resources needed to implement the various evacuation routes.

    3.1.4.2 This guidance is centered on Wisconsin's 12 designated population centers.

    3.1.4.3 This guidance is intended to be a supplement to evacuation plans and to serve as a resource to the incident commander when implementing an emergency evacuation order.

    3.1.4.4 This guidance is not intended to replace any existing or future comprehensive evacuation plans prepared by local, county, tribal, or state emergency management agencies. Information included in the various attachments to this annex will assist in local plan development.

3.1.5. Local mass evacuation plans should be:

    3.1.5.1 Swift, organized, and well-coordinated in execution

    3.1.5.2 Pre-planned and exercised, as appropriate

    3.1.5.3 Address specific details including:

        (1) Movement of goods, equipment, animals, and people and address eventual re-entry

        (2) Use of all available public and private sector transportation resources including:

            (A) Water

            (B) Ground (i.e., foot, wheeled vehicle, rail)

            (C) Air

        (3) Are pre-planned and exercised to the maximum extent possible

        (4) Are swift, organized, and well-coordinated in execution

        (5) Account for the evacuation of people including people with disabilities and others with access and functional needs, those in hospitals and nursing homes, or residents [including at-risk individuals] without access to transportation as well as service animals and pets;

(6) Incorporate mechanisms for effective personnel accountability;

(7) Employ public information including an effective alert notification and communications methodology. Planners are encouraged to incorporate ESF 2 Communication and Warning details in their specific plans.

3.2. Mobilization Triggers

3.2.1. The size or complexity of the incident exceed the capabilities or resources that can locally be brought to bear.

3.2.2. The local authorities request state assistance or are unable to provide an adequate response.

3.3. Organization

See Disaster Response Flowchart in the WERP Basic Plan, Concept of Operations.

3.4. Annex Activities

Table 3-1: ESFs and Agency Responsibilities

Section	Title	Scope
ESF 1	Transportation	• Evacuation, traffic control, transportation systems and resources allocation, and infrastructure repair. • While primarily a local, tribal and state responsibility, federal support may be required for large-scale evacuations, organized or self-directed, that may occur. There may also be a need for evacuation of large numbers of people, including patients in local hospitals, nursing homes, and extended care facilities, as well as those with special needs, household pets, and service animals, out of the impacted area to safe areas in other states. • Significant transportation and shelter coordination and resources may be required. There is likely to be a significant shortage of response and casualty or evacuee reception capabilities, or both, throughout the impacted area. FEMA will support state(s) in evacuating pets and animals in a declared major disaster. Incident response efforts by local, county, tribal, and state governments, as well as federal agencies, frequently involve components of ESF 1 combined with air operations and flights for evacuation (ESF 5), search and rescue (ESF 9), and public safety and security (ESF 13). • In all cases, all operations must be coordinated with the U.S. Department of Transportation (US DOT)/Federal Aviation Administration (FAA), which manages the nation's airspace and air traffic, before, during, and after a catastrophic incident.
ESF 2	Communications and Warning	• Emergency video and telecommunications. • Repair and restoration of telecommunications infrastructure. • Protection, restoration, and sustainment of state cyber and information technology resources. • Statewide alert and warning mechanisms as well as procedures.

Section	Title	Scope
ESF 3	**Public Works and Engineering**	• Infrastructure protection and emergency repair • Assist with debris management • Infrastructure restoration • Engineering services and construction management • Critical infrastructure liaison
ESF 5	**Emergency Management**	• Collection, analysis, and distribution of information about potential or actual emergencies. • Direction and control of state personnel and resources in support of local, county, and tribal emergency management.
ESF 6	**Mass Care, Emergency Assistance, Housing, and Human Services**	• Shelter and mass care, including animal protection, disaster survivor services, and crisis intervention support. • The ability to support the provision of temporary shelter, food, emergency first aid, and other essential life support to people, household pets, and service animals in the affected area may be complicated by contaminated resources or facilities and impact the ability to quickly transport resources into the area. • In cases of extreme adversity, mass or mega sheltering requirements will affect multi-region, multi-state, or national environments. Planning and preparation for the housing, sheltering, feeding, security, and care will transcend plans for more localized congregate shelter settings. • Emergency food distribution • Refer to the Mass Care and Recovery Annex.
ESF 7	**Resource Support**	• Resource acquisition • Logistical coordination of the movement of resources • Coordination of resource staging areas
ESF 8	**Health and Medical Services**	• Public health and medical support • There is a significant need for public health and medical support, including mental health services. Medical and mental health support is required at medical facilities, casualty evacuation, embarkation, debarkation, reception points, community shelters, and other locations to support field operations. In addition, any contamination requirement increases the requirement for technical assistance and resources. • Medical support activities, equipment, and supplies • Shortages of available supplies of preventive and therapeutic pharmaceuticals and qualified medical personnel to administer available prophylaxis are likely. Timely distribution of prophylaxis may forestall additional illnesses, and reduce the impact of disease. • Casualty transportation and mortuary services • Federal resources may be required to manage the injured, exposed survivors, and deceased if their numbers are extremely high. • Survivor decontamination services • Local, tribal, and state officials retain primary responsibility for survivor screening and decontamination operations. ESF 8 can provide technical assistance regarding how they can expand their capability to meet their decontamination requirements.
ESF 10	**Oil and Hazardous Materials**	• Oil and hazardous materials (chemical, biological, agricultural, etc.) response, environmental safety, and short- and long-term cleanup.

Section	Title	Scope
		• Environmental assessment and decontamination • Incidents involving a chemical, biological, or weapon of mass destruction (WMD) may create significant environmental contamination, resulting in the immediate need to generate information on environmental contamination levels to support emergency decision making to ensure both public and responder protection. In addition, environmental decontamination and cleanup needs for buildings, critical infrastructure, and other areas may overwhelm state, tribal, and local capabilities.
ESF 11	**Agriculture and Natural Resources**	• Food safety and security • Monitor the distribution services to ensure food safety.
ESF 13	**Public Safety and Security**	• Support to access, traffic, and crowd control, public safety and security support, correctional facility, and resource security. • Regional or federal resources may be required to augment local, county, tribal, and state governments in protecting the public and securing the impacted area. Law enforcement and emergency management officials who normally respond to incidents may be among those affected and unable to perform their duties.
ESF 15	**External Affairs**	• Emergency public information and protective action guidance, media and community relations, legislative, and congressional affairs. • When local, tribal, and state public communications channels are overwhelmed during a catastrophic incident, the federal government must immediately provide resources to assist in delivering clear and coherent public information guidance and consistent messages to the affected area(s).

4. Agency Responsibilities

4.1. Lead Coordinating Agency – Department of Military Affairs

Table 4-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs: Wisconsin Emergency Management	**Response** • Coordinate and support the mission of mitigation, preparedness, response, and recovery in such an incident to local jurisdictions and tribal governments. • Coordinate the response of state agencies, federal assistance, and voluntary organizations active in disasters (VOADs). • Provide or assist in obtaining needed products and services from state contracted vendors or other outside vendors for emergency equipment and supplies. • Provide assistance with business continuity.
	Resources • Operation of the state emergency operations center (SEOC) • Emergency management communication resources • Provide staff with various expertise in emergency response and recovery

4.2. Wisconsin Governmental Support Agencies

Table 4-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration	**Response** <u>Agency as a whole</u> • Provide assistance with business continuity • Provide relocation assistance of state agencies and functions, as required • Coordinate the funding of state agency assets, as needed • Provide or assist in obtaining needed products and services from surplus property, state contracted vendors, or other outside vendors for emergency equipment and supplies. <u>Capitol Police</u> • Provide security at State Capitol building along with all state owned or state-leased buildings and facilities. • Assist local law enforcement • Assist with dignitary protection

Agency	Functions
	Resources • Provide Capitol Police staff to support law enforcement functions, if available. • Maintain a listing of available government owned and leased space. • Provide various state transportation resources. • Listing of vendors for goods and services that are available in emergencies. • Assist in streamlining the purchasing process (e.g. modify competitive bid process). • Provide staff of architects and engineers to assist in damage assessment.
Department of Agriculture, Trade and Consumer Protection	**Response** • Assist local jurisdictions with the management of household pets and service animals that have been evacuated. • Assist in the inspection of flammable combustible storage tanks. • Assist with health inspections in affected areas.
	Resources • Toxic spill and foreign and domestic animal disease response teams • WI Veterinary Diagnostic Laboratory (foreign and domestic animal disease response) • Consumer Protection Hotline
Department of Children & Families	**Response** • Human services in support of children and families • Emergency childcare placement • Reunification of children with their parents or legal guardians
	Resources • State-related recovery programs • Child care workers and investigators
Department of Corrections	**Response** • Security and possible evacuation of correctional facilities that are within the affected area(s). • Secure relocation of impacted prisoner populations, when necessary. • Augment county resources, when requested.
	Resources • Trained corrections staff that may be able to supplement some law enforcement functions. • Provide county jails prisoner evacuation assistance, when requested. • Provide specially selected inmates to assist in disaster prevention and recovery activities.
Department of Health Services	**Response** • Assist local jurisdictions with coordinating for additional emergency medical services and mass care assets. • Mobilization of the National Disaster Medical System (NDMS) • Deployment of health care volunteers

Agency	Functions
	Resources • Wisconsin Emergency Assistance Volunteer Registry (WEAVR) links to trained health, behavioral health, and animal care volunteers. • 24/7/365 on-call teams with subject matter expertise in radiological, chemical and natural disasters, communicable diseases, and human services (trained to respond to an elevated SEOC). • Access to regional or state level Functional Assessment Service Teams (FAST) that can be deployed to a reception center, evacuation center, or community shelter to support people with disabilities and others with access and functional needs.
Department of Justice	**Response** • Provide a liaison between the SEOC and Wisconsin Department of Justice/Wisconsin Statewide Information Center (WI DOJ/WSIC), Joint Terrorism Task Force (JTTF), and federal law enforcement resources.
	Resources • Legal staff to assist with related matters • Intelligence operations to maintain situational awareness • State fire marshals
Department of Natural Resources	**Response** • Law enforcement support services • Search and rescue services • Assistance in the cleanup and removal of debris • Air, water, and waste treatment monitoring
	Resources • Certified law enforcement officers • Provide specialized equipment such as: watercraft, aircraft, all-terrain vehicles, snowmobiles, pumper trucks, night vision glasses, generators, and chain saws. • Emergency response teams and incident management teams (IMTs).
Department of Safety & Professional Services	**Response** • Assist in the inspection of buildings and waste treatment systems related to reentry decisions.
	Resources • Staff for structural and critical infrastructure inspections. • Staff for plan review and other related activities.
Department of Transportation	**Response** • Provide evacuation routes and control points in addition to re-routing traffic as the incident progresses. • Monitor traffic flow via Wisconsin Department of Transportation/ Traffic Management Center (WisDOT/TMC). • Perform damage assessment of highways and bridges. • Assist in debris removal from main roadways for the critical movement of response personnel.

Agency	Functions
	Resources • Information and support to the SEOC from the TMC • Freeway Service Teams (FST) • Assist local entities in using the WisDOT Evacuation Route and Traffic Control Guidance. • Engineering services for highways, streets, bridges, and other components to assist in the movement of traffic. • Specialized equipment such as front-end loaders, backhoes, and traffic control devices.
Public Service Commission	**Response** • Per ESF 12 responsibilities, monitor utility operations and restoration during emergencies and advise on state government response.
	Resources • Staff to assist in the SEOC, in an advisory capacity, related to utility operational emergencies.
Wisconsin Housing & Economic Development Authority	**Response** • Provide assistance with business continuity • Provide assistance with temporary and long-term housing for displaced individuals/families.
	Resources • Assist in providing financial assistance and low cost loans for small businesses, farms, rental properties, and housing to those displaced. • Staff with expertise in financial matters related to the recovery efforts. • Assist in coordinating financial assistance from both the federal and private sectors.

Department of Military Affairs: Wisconsin National Guard	**Response**
	• Liaison with other military support units providing specialized services according to each unit's capabilities.
	• Upon a Governor's declaration of emergency and validated request from the state provide:
	  o Support to evacuation, reception center, and mass care operations
	  o Planning and logistics support
	  o Use of WING facilities for reception
	  o Transportation support with buses or heavy trucks
	  o Support to supply and commodity distribution
	  o Limited power generation and communications support
	  o Security and traffic control assistance as needed/requested

	Resources • May provide numerous support services in both personnel and equipment as listed in ESF 13.
Department of Transportation/Wisconsin State Patrol	**Response** • Provide staff for traffic control and law enforcement support activities • Coordinate traffic evacuation routes with WisDOT and SEOC • Assist with search and rescue
	Resources • Troopers and inspectors • Aerial support

4.3. Non-Governmental Support Organizations

Agency	Functions
American Red Cross	**Response** • Serves as co-lead for aspects of ESF 6. • Provide various disaster relief services through chapters and regions along with overall coordination. • Long-term support for first responders. • See also agency functions in ESFs 6, 7, 8, 11, and 14.
	Resources ▪ Support disaster relief operations by providing shelter, food, health and mental services, and emergency supplies to those affected.
The Salvation Army	**Response** • Assistance in providing necessities to survivors and relief workers. • Provide distribution services or be a center for receiving and distributing donated items. • See also agency functions in ESFs 6 and 14.
	Resources • Emotional and spiritual care • Mobile feeding units • Basic needs supplies for survivors
Wisconsin Voluntary Organizations Active in Disaster	**Response** • Coordinate voluntary organizations active in disaster (VOADs) to reduce duplication of efforts and gaps. • Assist during response and recovery phases of disasters, including long-term recovery efforts. • Serve as a liaison to other state VOADs. • See also agency functions in ESFs 6 and 14.
	Resources • See ESF 6, Attachment 1, for list of WIVOAD resources.
National Emergency Management Association (NEMA)/Emergency Mutual Aid Compact (EMAC)	**Response** • The EMAC Coordinator or the National Coordination Group (NCG) is notified, and if needed, an EMAC coordinating team known as an A-Team (Advance Team) works with the impacted state in determining its needs. • The A-Team helps the impacted state determine the availability of requested resources and the costs through the Requisition for Assistance (REQ-A). • Member states provide available resources in response to those requests.
	Resources • Deployable resources; EMS, animal health, fire, law enforcement, mass casualty, search and rescue (SAR), tele-communications, public works, and incident management. • See various deployment guidance documents at www.emacweb.org.

5. Supporting Documents

5.1. Attachments

5.1.1. Planning Considerations for the Evacuation of Unique Populations

5.1.2. Planning Considerations for Evacuation Transportation

5.1.3. Reentry

5.1.4. Suggested Items to Take During an Evacuation

5.2. Agency-Specific Plans and Procedures

5.2.1. Plans

    5.2.1.1 WERP Basic Plan

    5.2.1.2 WERP ESF 1

5.2.2. Guidelines

    5.2.2.1 WisDOT Evacuation Route and Traffic Control Guidance

Table 5-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
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18.			

Attachment 1

Planning Considerations for Inclusive Evacuation

Planning Considerations For Inclusive Evacuation

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Table of Contents

1. Overview

A daunting challenge in any large-scale evacuation is the safe and effective inclusion of all affected populations. This attachment focuses on those that may be unable to move themselves and may be living in care facilities, in their own homes (with in-home support), or living in someone else's home. This attachment also includes considerations for providing support for an evacuated population in transit once safely marshaled outside the evacuation area.

1.1. Populations

This attachment will examine the following:

1.1.1.   Medical, health, and mental health facilities

1.1.2.   People with medical and mental health needs

1.1.3.   People with disabilities and others with access and functional needs

1.1.4.   Long term care, residential, or in-home regulated or non-regulated providers

1.1.5.   Animals

2. Medical, Health, and Mental Health Facilities

2.1. Hospitals

2.1.1.   The decision to evacuate a hospital is the responsibility of the hospital administration (hospital incident command) after consultation with building and safety experts, the field incident commander, and other health agencies. Hospitals are encouraged to use existing memoranda of understanding (MOUs) with other hospitals and transportation providers to initiate evacuation procedures.

2.1.2.   Each hospital should have a hospital evacuation plan as part of its emergency operations plan (EOP). Evacuation plans address moving patients vertically or horizontally to unaffected areas of the facility (partial evacuation), as well as evacuating the entire facility (full evacuation).[1]

2.1.3.   Generally, hospitals should consider sheltering-in-place before deciding to evacuate their facility. Factors to consider whether to evacuate a facility or shelter-in-place vary based

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[1] *"Horizontal" means on the same floor or level, and "vertical" means on a different floor or level. See (p. 47): Joint Commission. (2005). Standing Together: An Emergency Planning Guide for America's Communities. Author: Oakbrook Terrace, IL. Available from: http://www.jointcommission.org/assets/1/18/planning_guide.pdf.*

on each type of emergency situation. Patient safety is the primary consideration in the decision to evacuate a hospital.

2.2. Other Facilities and Providers

2.2.1.   Other medical, health, and mental health care facilities and providers include , but are not limited to:

2.2.1.1.   Adult day care facilities

A facility that provides services for part of a day in a group setting to adults who need an enriched social or health-supportive experience, or who may need assistance with activities of daily living, supervision, or protection. Services may include personal care and supervision, provision of meals, medical care, transportation, and activities designed to meet physical, social, and leisure time needs.Adult day care may be provided in family homes, free standing centers, and multi-use facilities such as churches, schools, and senior centers. Adult day care is categorized as follows:

(1) Adult day care center

Care provided for part of a day (e.g., less than 24 hours) in a group facility for adults.

(2) Family adult day care

Care provided for part of a day for small groups of no more than six adults in the home of a provider.

2.2.1.2.   Adult family homes

A place where three or four adults who are not related to the operator reside and receive care, treatment, or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident.

2.2.1.3.   Community-based residential facilities

A place where five or more adults who are not related to the operator or administrator and who do not require care above intermediate level nursing care reside and receive care, treatment, or services that are above the level of room and board but that include no more than three hours of nursing care per week per resident.

2.2.1.4.   Facilities serving people with developmental disabilities

Also known as Intermediate Care Facilities for Individuals with Intellectual Disabilities (ICF/IID).

A residential facility for three or more unrelated persons with development disabilities. Treatment is provided to help these people maintain and improve their current skills and to develop new skills (e.g., work, social, activities of daily living, education).

2.2.1.5. Personal care agencies

A personal care agency is either a home health agency, county department, independent living center, American Indian tribe or band, or a freestanding personal care agency that provides services that are:

(1) Medically-oriented activities related to assisting an individual with activities of daily living necessary to maintain the individual in his or her place of residence in the community.

(2) Provided upon written orders of a physician by a certified personal care provider, and

(3) Provided by a personal care worker employed by the provider or under contract to the provider who is supervised by a registered nurse according to a written plan of care.

2.2.1.6. Home health agencies

An organization that provides part-time and intermittent skilled nursing and other therapeutic services on a visiting basis to persons in their homes. Skilled care can include but is not limited to wound care to open, infected, or complex wounds; urinary catheterization; teaching safe use of assistive devices, transferring techniques or gait training; medication management for a patient with a complex medical condition.

2.2.1.7. Hospices

An agency that provides care to terminally ill persons who have a life expectancy of 6-12 months. This care can be provided in the person's home or in another setting (e.g., nursing home, community based residential facility).

2.2.1.8. Nursing homes

A place where five or more persons who are not related to the operator or administrator reside, receive care or treatment and, because of their mental or physical condition, require access to 24-hour nursing services, including limited nursing care, intermediate level nursing care, and skilled nursing services.

2.2.1.9. Outpatient rehabilitation agencies

A clinic or agency intending to provide out-patient rehabilitation therapy as a free-standing facility. These clinics provide physical therapy and speech-

language therapy, and might also provide additional therapies including respiratory and occupational therapy.

2.2.1.10. Residential care apartment complexes

Independent apartment units in which the following services are provided: room and board, up to 28 hours per week of supportive care, personal care, and nursing services.

2.2.1.11. Rural health clinics

A clinic that is located in a rural area with a shortage of health care professionals. Services offered are similar to those received in a doctor's office and are often provided by a nurse practitioner or a physician's assistant.

2.2.2. Other medical, health, and mental health care facilities may provide long- and short-term care in the same care facility.

2.3. Planning Considerations

2.3.1. Evacuation training and exercises

To reduce demand on limited evacuation resources, municipalities should consider hosting evacuation training and exercises with long-term care facilities. These facilities may include home health agencies or other service providers, depending on the type of services and providers located within the jurisdiction and what are the known needs of the people with their own communities and jurisdictions.

2.3.2. Contingency plans

It is important to keep in mind that while nursing homes and other congregate care facilities are required to have general evacuation and emergency plans in place to vacate buildings and residences, not all residential care facilities have contingency plans for mass evacuations to other jurisdictions. Regulating and licensing authorities must be taken into consideration when planning for the evacuation of long-term care facilities.

2.3.3. Movement and travel

When considering the movement of clients or residents to avoid hazards, whether within or outside of the facility, facility planners must consider the inherent risk that the movement and travel conditions could have on an individual's health. Jurisdictions should involve ESF 8 for information and direction on the evacuation of these types of facilities.

2.4. Protective actions

Protective action decisions will be situation-dependent and determined at the time of the incident by the facility's incident commander and in partnership with local emergency operations center (EOC), if available, and at the time of re-entry, in order to ensure the building

is safe. There are several protective action strategies for people who may be medically fragile, including:

2.4.1. Sheltering-in-place

To support a decision to shelter-in-place, facilities should stockpile supplies to meet resident needs. Supplies should include food, water, durable and disposable goods and supplies, and medication.

2.4.1.1. Without moving clients

(1) Depending on the degree of risk, facility staff may decide to remain in place because the threat may have less impact on client health and safety than a voluntary evacuation.

(2) Example:

(A) A facility becomes aware of a chemical release that will affect it within a short period of time and the local government advises staying indoors or evacuating the area.

(B) Evacuation could expose patients or residents to greater risks than sheltering-in-place.

2.4.1.2. On the same level

(1) Example:

(A) An evacuation may be necessary from one side of a building to another based on an approaching or impending threat.

(B) Staff would be expected to identify the path and speed of the threat to ensure a timely movement of their residents, patients, staff, and critical equipment.

2.4.1.3. Vertically (up or down)

(1) For fast-moving, short-duration incidents, it may be necessary to move residents above or below the ground floor.

(A) This is usually done because the time in which to respond to a serious hazard is extremely limited.

(B) Lower-level sheltering may be required for high-wind scenarios or during threats from some human-induced threat (e.g. a nearby impending explosion).

(C) Upper-level sheltering may be required for scenarios involving very fast-moving waters or during the release of low-lying chemicals in the immediate area.

2.4.2. Evacuation

2.4.2.1.   Just outside of the facility

2.4.2.2.   To a nearby like facility

2.4.2.3.   To a distant like facility

2.4.2.4.   To a shelter designated as a medical treatment unit (and the originating facility continues to provide all staff and support services).

2.4.2.5.   To a shelter designated as a medical treatment unit (if available, local health officials or volunteers may provide staff and support services).

2.4.2.6.   Facilities may contact the American Red Cross or The Salvation Army, prior to an incident, to discuss roles and possible resources that might be available from the American Red Cross or The Salvation Army to assist with sheltering needs.

2.4.2.7.   The evacuation of residential long-term care facilities will be complicated by the possible risks of moving residents that are significantly medically compromised or dependent on medical equipment.

(1) Moving these residents also includes moving their medical records and supporting pharmaceuticals, medical equipment, disposable products, food, and water.

(2) Specialty trained staff must be available during the evacuation for the care of this population.

3. People with Medical and Mental Health Needs

Individuals who require observation or ongoing treatment will require the support of trained medical professionals. This includes people who live at home with the help of life-support systems, such as dialysis or respirators, as well as people who are severely ill and require home healthcare.

3.1. Dependent on Life-Support Equipment or Home Healthcare

3.1.1.   People dependent on life-support equipment or home healthcare should bring the equipment or personal support they receive at home with them, if possible.

3.1.1.1.   Medical equipment and supplies may require special handling.

3.1.1.2.   Some medications will require secure handling at pick-up points (PUPs), evacuation points (EPs), and reception processing sites (RPSs).

3.1.2.   Special planning may need to be considered for the medically fragile, including:

3.1.2.1.   General casualty evacuation, in which all casualties with appropriate medical conditions are evacuated

3.1.2.2. Partial casualty evacuation for patients with the most severe conditions that can withstand evacuation

3.1.2.3. Segmented evacuation for patients requiring specialty medical care unavailable in the impacted area or patients discharged or transferred to a lower level of care

3.1.3. Evacuating patients in disasters is a highly complex task. If large-scale patient evacuation is necessary, the National Disaster Medical System (NDMS) program may assist in moving patients identified by local health officials to unaffected communities.

3.2. Mental Health Considerations

3.2.1. Mass evacuations can place stress on people involved regardless of where they might be living and the services they receive.

3.2.1.1. The capacity of these facilities and providers to deal with the psychological consequences of these incidents for patients, families, evacuees, and staff members will be challenged.

3.2.1.2. Psychological effects encompass emotional, behavioral, and cognitive reactions that could result from public health emergencies and mass evacuations.

3.2.2. People with pre-existing and persistent mental illness may be at greater risk for trauma if their therapeutic needs are not maintained.

3.2.2.1. Psychotropic medication and case management services should not be interrupted.

3.2.2.2. Medication noncompliance may be precipitated by a sudden change in environment such as mass evacuation. Efforts to support these individuals in their personal monitoring of their medication compliance and other treatment is essential.

3.2.2.3. Standby support resources may be required in the event of a necessary shift from emergency mental health support to more robust mental health therapy or support for some individuals.

3.2.3. Mental health services should be made available to evacuees for personal and family assistance, psychological first aid, crisis, or other interventions including risk assessments.

3.2.4. The needs of the evacuees may vary. Some factors may include existing mental health condition(s), age, and level of exposure to traumatic incidents. Certain groups will be more vulnerable and therefore may require additional considerations:

3.2.4.1. Persons with severe and persistent mental illness may need more focused treatment including medication adjustment.

3.2.4.2. Although most children are resilient, below are some examples of normal reactions that children may exhibit during and post disaster:

(1) Infants may react to trauma by being irritable, crying more than usual, or wanting to be held and cuddled.

(2) Children three to six years of age often feel helpless and powerless and as a result, may feel fear and insecurity about being separated from caregivers. They may also engage in activities that reenact the incident/disaster.

(3) Children seven to ten years of age have the ability to understand loss and may become preoccupied with details of the disaster. Some of their reactions may include sadness, fear of the disaster reoccurring, and anger about the incident not being prevented.

(4) Children 11 to 18 years of age have a better understanding of the disaster and responses may be similar to adults. Some teenagers may become involved in risk-taking behaviors such as reckless driving or use of alcohol and/or drugs, while others may be afraid to leave their home and therefore isolate themselves.

4. People with Disabilities and Others with Access and Functional Needs

4.1. General Considerations

4.1.1. Authorities at all levels have placed great emphasis on emergency planning for people with disabilities and others with access and functional needs.

4.1.2. Services for people with disabilities and others with access and functional needs during an emergency are defined by the Federal Emergency Management Agency (FEMA) as:[2]

4.1.2.1. Those actions, services, accommodations, as well as programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting. These actions are in light of the exigent circumstances of the emergency and the legal obligation to undertake advance planning and prepare to meet the disability-related needs of individuals who have disabilities as defined by the ADA Amendments Act of 2008, P.L. 110-325, and those associated with them.

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[2] *Federal Emergency Management Agency. (2010). Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101. Author: Washington, DC: Available from: http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf*

4.1.2.2. Inclusive of modifications to programs, policies, procedures, architecture, equipment, services, supplies, and communication methods. Examples of access and functional needs services may include a reasonable modification of a policy, practice, procedure or the provision of auxiliary aids and services to achieve effective communication, including:

(1) An exception for service animals in an emergency shelter where there is a no-pets policy

(2) Providing way-finding assistance to someone who is blind to orient to new surroundings

(3) Transferring and providing toileting assistance to an individual with a mobility disability

(4) Providing an interpreter to someone who is deaf and seeks to fill out paperwork for public benefits

4.1.2.3. The needs of people with disabilities and others with access and functional needs is vast and diverse. Planning for evacuation assistance is more effective with the added involvement of individuals from these communities, as well as representatives from organizations and agencies serving those populations.

4.1.2.4. Members of this community often require more time to evacuate. Emergency planners should consider a phased evacuation, if possible, wherein evacuation recommendations are issued for people with disabilities and others with access and functional needs before general evacuation orders are issued.

4.1.2.5. Transportation planning should include consideration of:

(1) The need to keep people with disabilities and others with access and functional needs of any age with their families or caregivers

(2) The need to keep people with disabilities and others with access and functional needs together with their mobility devices, other durable medical products, or service animals

(3) The establishment of a mechanism to track equipment when life safety requires separation from the owner during evacuation, procedures for which should include making every reasonable attempt to not separate equipment from its owner

(4) The need to keep children and their parents or guardians together

(5) The establishment of a system to provide temporary replacement of transportation devices and equipment during evacuation

(6) The use of vehicles equipped to transport personal mobility equipment and devices

4.1.2.6. Communication planning should include consideration of:

(1) Involving people with disabilities and others with access and functional needs and people with diverse expertise working with this community as part of the decision-making process to determine the most effective and appropriate communication procedures

(2) Engaging service providers, trusted community leaders, and representatives who can communicate effectively with this community

(3) Partnering with service agencies related to the target population (e.g. faith-based organizations and non-governmental trusted community partners, refugee resettlement agencies; cultural- and linguistic-appropriate service providers and organizations, and senior centers) and developing formal agreements to provide messaging in case of emergencies and discussing opportunities to reach people with disabilities and others with access and functional needs

(4) Collaborating with organizations involved in emergency preparedness planning and service delivery to the community to coordinate efforts and provide training

4.1.2.7. Effective planning for people with disabilities and others with access and functional needs will address supporting individuals and determining level of accommodations required while protecting individual privacy concerns. Some methods to accomplish these goals may include:

(1) Reaching out and determining long-term care facilities and providers within the jurisdiction that serve people with disabilities and others with access and functional needs (e.g., independent living centers, congregate care facilities, assisted living facilities, community-based residential facilities, etc.)

(2) Working with trusted community partners that have specific relationships with people who need additional services to gain a greater understanding of what resources may need to be provided

(3) Planning to coordinate with call centers for public hotlines and media resources at the time of an evacuation where the public can learn what resources are available and report specific known challenges or locations that might impact people with disabilities and others with access and functional needs.

4.1.2.8. A number of long-term care facilities exist in different jurisdictions.

(1) These facilities provide a range of services and group activities, assistance with daily living, rehabilitation, healthcare, or personal assistance care,

depending on their designation and the residents, clients, or consumers under their care or supervision.

(2) For the identification of facilities housing people with disabilities and others with access and functional needs, planners should consult with the Wisconsin Department of Health Services (WI DHS)/Division of Quality Assurance provider search[3] for statewide list of directories by provider type.

4.1.2.9. Services may also be rendered in non-institutional or non-group settings, such as home hospice care, home healthcare, and personal-assistant care at home through private vendors.

(1) In addition, many people with disabilities and others with access and functional needs have arrangements at home with family caregivers for assistance with activities of daily living, or are supervised by caregivers within the family, or with friends and neighbors.

(2) Planners should work with their communities to develop resources for preparedness and evacuation contingencies for those who will need additional assistance in an emergency evacuation.

4.1.2.10. For those individuals receiving care outside of either private or government-assisted care settings, appropriate and effective messaging needs to be used. A robust public education campaign emphasizing the importance of personal and family preparedness will be an effective method to provide pre-disaster assistance to the entire community, which benefits people with disabilities and others with access and functional needs.

4.1.2.11. Planners should consider reaching out to community groups and other organizations that understand and support the needs of populations they serve to encourage people with disabilities and others with access and functional needs to voluntarily register. Such groups, other than those previously mentioned, could include the following:

(1) Community-based organizations

(A) Senior civic organizations

(B) Recreation groups

(C) Homeowner associations

(D) Cultural organizations

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[3] *http://www.dhs.wisconsin.gov/bqaconsumer/search.htm*

(E) Young Men's Club of America (YMCA) and Young Women's Club of America (YWCA)

(F) Professional associations

(G) School-affiliated groups

(2) Faith-based organizations (FBOs) and private companies

(A) Places of worship (e.g., churches, synagogues, mosques)

(B) Health insurance companies

(C) Utility companies

(D) Ethnic media outlets

(E) Transportation providers (when discounted fares are provided to those with disabilities and others with access and functional needs, registration may be required for eligibility)

(F) Employers (may provide educational information addressing registries and their application in regards to assisting people with disabilities and others with access and functional needs for employees and their families)

(3) Private, philanthropic, and benevolent organizations

(A) Kiwanis

(B) Lions Club

(C) Rotary Club

(D) Elks, Moose, and Eagles clubs

(E) Private foundations

(4) Communications and messaging needs should be structured to reach those individuals in need of assistance, but that have not been identified through the previously mentioned methods. People with specific communication challenges may include the following:

(A) Those who are deaf or hearing impaired

(B) Those who are blind or have severe vision impairments

(C) Those who are non-English–speaking or those who have a limited ability to understand English

(D) Those who are not able to communicate without translators or are without the means to interact through verbal or written communications

(5) A critical group to consider would be all others who will need assistance, but are not pre-identified in any form of database or mapping system. This includes (but is not all-inclusive) the following:

(A) Those who develop emergent needs because of the disaster, such as spontaneous stress disorders or injuries

(B) Those who have a recurrence of an otherwise dormant health condition

(C) Minors temporarily separated from their guardians

(D) Pre-disaster homeless populations

(E) Those receiving private, independent in-home care

4.2. Outreach

4.2.1.   Care facility clients:

4.2.1.1.   Determine the care facilities and program providers within the community and establish collaborative stakeholder relationships within the jurisdictions and service areas.

4.2.1.2.   Identify and catalog by location the number and specific needs of clients

(1) A number of other factors may help determine immediate needs for in-home clients or residents.

(A) Level of social isolation due to the lack of a caregiver or responsible family member

(B) Blindness or significant visual impairment

(C) A need for physical assistance in order to evacuate

4.2.1.3.   Establish contact and assess the level of preparedness or existence of facility emergency plans

(1) Planners should review care facility EOPs to determine their capabilities for self-evacuation, including:

(A) Pre-designated destinations that offer a similar level of care and capability

(B) MOUs with transportation companies or other means of evacuation transportation for people in their care[4] (ideally, these facilities should identify three potential evacuation transportation providers)[5]

(C) Facility self-sufficiency or its ability to support the people in their care with food, water, medical supplies, or other resources that may be necessary during an evacuation or if the facility should have to shelter-in-place

   (i) Consider determining if the facility has transportation resources or other types of resources they may be able to contribute to the evacuation effort if their facility is not affected

(D) The identification of staff and support personnel that may have to participate in the evacuation of people under their care, and provide a contact list of personnel or chain of command contact information that is checked and updated periodically

(E) The assurance that the facility emergency plan includes a risk assessment and contingency plan that includes what the facility may need in the event of an emergency (e.g. food, water, fuel, and medical supplies)

(F) The assurance that the facility emergency plan includes scheduled training exercises and plan maintenance that includes periodic reviews of procedures, staff updates, contact information, and MOUs

4.2.1.4. Determine available resources to meet needs beyond the facilities' plans, including:

(1) Transportation

(2) Equipment or supplies

(3) Care facilities and existing providers within and outside of the immediate jurisdiction

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[4] *During a catastrophic evacuation, transportation resources, especially those that can accommodate persons with disabilities and others with access and functional needs, become scarce, critical resources. The organization overseeing care sites should, in conjunction with the operational area's emergency management department, review and identify those agreements that promise the same resource to multiple sources. In addition, transportation resource providers should be required to maintain or develop COOP plans to ensure that there is not a gap in service.*

[5] *Florida Health Care Association and Development Foundation. (2008). National Criteria for Evacuation Decision-Making in Nursing Homes. Author: Tallahassee, FL. Available from: http://www.ahcancal.org/facility_operations/disaster_planning/Documents/NationalCriteriaEvacuationDecisionMaking.pdf (p. 7).*

4.2.1.5. Create resource lists and emergency contact information, preferably matching existing providers with their clients

4.2.2. Using risk assessments and geographic information systems (GIS) mapping for people with disabilities and others with access and functional needs.

4.2.2.1. Identify potential emergency situations that could impact groups and determine methodologies to address these risks. Planners should consider performing risk assessments to anticipate situations that can impede or impact the safe evacuation of people with disabilities and others with access and functional needs.

4.2.2.2. Local planners should determine the locations and needs of people with disabilities and others with access and functional needs in their local jurisdiction.

4.2.2.3. Consider the input of this information into a GIS mapping system for tracking and easy identification purposes.

4.2.3. People with specific communications challenges

4.2.3.1. Know who lives in your community in order to offer culturally and linguistically-appropriate services to the jurisdiction. The Wisconsin Department of Health Services/Office of Civil Rights and the Department of Children & Families (DCF) Refugee Health Program can assist with gathering this type of information.

4.2.3.2. Planners should use multiple forms of messaging to ensure effective communications with all populations. Some tools for diverse messaging include:

(1) Teletypewriter (TTY)[6]

(2) Video Relay Service (VRS) or Video Interpreting Service

(3) Text messaging

(4) Closed caption

(5) Social media

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[6] *TTY or Telecommunications Device for the Deaf (TDD) is becoming obsolete due to the widely pervasive emergence of VRS, also sometimes known as a Video Interpreting Service, a video telecommunication service that allows deaf or hard-of-hearing individuals to communicate over video telephones and similar technologies with hearing people in real-time via a sign-language interpreter.*

(6) Nixle[7]

(7) Signboards or visual translators

(8) Sign language

(9) Multiple languages

(10) Public service announcements (PSAs) on electronic media

(11) Door-to-door neighborhood and community outreach

4.2.3.3. Planners should consider establishing a system to solicit feedback from targeted populations to modify and enhance outreach approaches and review post-incident reports from incidents or exercises to identify areas for improvement in messaging and methods.

4.2.3.4. Planners should consider working with Wisconsin Voluntary Organizations Active in Disaster (WI VOAD), local long-term recovery committees, and community agencies active in disaster organizations, nonprofit and other community-based organizations, as well as private organizations that can gather feedback and submit it to the jurisdiction.

4.2.4. Other populations which may need assistance, but have not been otherwise pre-identified

4.2.4.1. The number of people with disabilities and others with access or functional needs who have not been pre-identified can be reduced through robust public outreach and education.

4.2.4.2. Even with significant outreach and pre-identification, planning must include resources and the processes necessary to respond to emerging needs.

4.2.4.3. Planning must take into account the needs of unaccompanied minors.

(1) Planners must give proper attention to the needs and protection of minors who may be left unaccompanied by parents or other caregivers. The custody and security of unaccompanied minors must be maintained at all times and reunification made a priority. Tracking of these individuals should begin on initial contact and according to the local jurisdiction's procedures.

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[7] *Nixle, founded in 2007, is a privately held U.S. corporation that offers both free and paid notification services for local police departments, county emergency management offices, municipal governments and their agencies. The Nixle service allows verified government agencies to send messages to local residents via phone, email and web. Information is delivered almost instantly to geographically targeted consumers. In 2011, Nixle served in excess of 4,600 government agencies and organizations in all 50 states. By August 1, 2012, 6,000 agencies and 1,000,000 subscribers were registered to use the Nixle service. For more information, go to: http://www.nixle.com/*

(2) For Wisconsin, when an individual is identified as an unaccompanied minor, law enforcement, in cooperation with Child Protective Services, is responsible for the custody and security of the minor until reunification happens. Tracking through standard custody procedures is required.

4.2.4.4. Planning must take into account the needs of pre-disaster homeless populations.

(1) Planners should consider establishing a PUP or EP near major homeless shelters. This population tends to congregate near the larger shelters that provide extended services.

(2) Local homeless outreach teams from agencies serving the homeless populations and service providers [e.g. Healthcare for the Homeless and Programs for Assisting in the Transition from Homelessness (PATH)] should be incorporated into the planning process. They can assist with locating and evacuating homeless people who are in more isolated areas. Generally, these outreach teams know hotspots where socially isolated homeless people tend to reside and who these people are.

(A) Outreach teams should be tasked with communicating the types of evacuation messages that will be issued and the urgency with which the homeless population should take them.

(3) Planners need to determine their policy for what people can take in an evacuation. Many homeless people will want to take all their belongings and pets. Policies about personal items should be clearly stated and consistently applied and enforced.

(4) Homeless populations have a higher preponderance of mental health illnesses and related issues.

4.2.4.5. Planners should consult with their local mental health or public health department to identify strategies and procedures for staff supporting the evacuation of this population.

4.3. Public Preparedness and Education

4.3.1. Planners should establish a robust, diverse, wide-reaching public preparedness campaign to reach all individuals who may need additional help in the incident.

4.3.1.1. Planners should consider using multiple methods to reach the most individuals in their jurisdiction. Some options to consider for the distribution of preparedness information are:

(1) Neighborhood programs

(2) Volunteer programs

(3) Community programs

To identify and assist neighbors or other members of the community who may have needs

(4) Faith Based Organizations

Religious organizations have a strong network and are very influential with the members of their congregation. Efforts should be made to invite these members of the community to the planning table and become familiar with their network since they may have access to resources and staffing that can provide a support system to the members of their congregation in the event of an emergency.

4.3.1.2. Non-governmental organizations (NGOs)

Community and senior programs (i.e., Meals on Wheels) can spread and disseminate preparedness information.

4.3.2. Preparedness messages and information should:

4.3.2.1. Warn the members of the community that first responders and emergency system may be significantly taxed in a large-scale emergency and that they must take the necessary steps to ensure that they can be as self-sufficient as possible.

4.3.2.2. Advise members of the community who may have unique needs to do the following:

(1) Establish a support system with family members, neighbors, or friends. Secondary or alternate caregivers should be identified as a part of the support system.

(2) Maintain emergency kits, food, and water to last a minimum of three days, and preferably up to seven days for sheltering-in-place. However, having supplies for longer durations is advisable if refrigeration and storage are not limiting factors (Attachment 4 contains more information on what to bring during an evacuation).

(A) If an emergency kit cannot be put together or developed, people with disabilities and others with access and functional needs should develop and carry with them a list of essential equipment or items that they are likely to use on a regular basis.

(3) Listen to local officials' messaging for guidance on what to bring with them and what to leave at home, since evacuation kits containing food, water, and other supplies may be too bulky or big for self-evacuees to transport or take on government-assisted evacuation vehicles that require rapid movement with limited space.

(4) Create a list of illnesses or medical conditions and maintain an additional supply of medication that may be needed for up to two weeks; however, in some cases, a four-week supply can, and should, be brought along if storage and refrigeration are not limiting factors.

(5) Develop and maintain emergency contact lists and phone numbers, which should include out-of-state contacts.

(6) Provide a description of what the immediate capabilities of responders are and what evacuees can generally expect to occur, including a description of the proposed services available at each receiving site.

4.4. Evacuation Information

4.4.1. For effective evacuation planning, it is essential to understand and provide adequate resources to the location where people with disabilities and others with access and functional needs live and work. The following is guidance on how to work toward this level of awareness:

4.4.1.1. Work with public health and human services-related organizations and professionals as well as service organizations to identify existing known providers who may know who will likely require evacuation assistance.

4.4.1.2. Identify and map licensed care facilities and congregate senior housing complexes and other child care and family group homes.

4.4.2. Identifying accessible transportation resources is important to quickly deploy resources that meet the particular requirements of people with disabilities and others with access and functional needs. Fleets that can be particularly helpful include:

4.4.2.1. Public bus operations

4.4.2.2. Private accessible transportation or access services

4.4.2.3. Medicaid transportation providers

4.4.2.4. Senior centers

4.4.2.5. School district transportation systems

4.4.2.6. Airport car rentals and shuttle buses or vans

4.4.2.7. Healthcare center vendors

4.4.2.8. Ambulance providers

4.4.2.9. NGO transportation providers (e.g. United Cerebral Palsy, regional and developmental centers and their vendors, adult day healthcare centers, and senior centers)

5. Long-Term Care, Residential, or In-home Providers

5.1. Care and Assistance

5.1.1.   Programs and Services

Care and assistance for adults and children with disabilities and others with access and functional needs may be provided through:

5.1.1.1.   Formalized governmental programs

5.1.1.2.   Private home care and assistance services

5.1.2.   Delivery

These programs and services may be delivered in private homes, facilities, activity centers, day care centers, and workplaces.

5.1.3.   Evacuation plans

Owners and operators of homes and facilities will be expected to have safety and preparedness procedures and evacuation plans in place to implement once the evacuation has commenced. Plans and procedures should include:

5.1.3.1.   Transportation arrangements

That meet their specific requirements to effectively evacuate their clients and residents within their facilities to:

(1) Designated areas that they are directed to, or

(2) Alternative sites pre-arranged by planning and agreements that those owners and operators have done beforehand

5.2. Facilities and Centers

5.2.1.   Assisted Living Facilities

Services provided at these facilities are associated with activities of daily living and include many homes, residences, and facilities with varying levels of medical care at levels just below long-term care facilities. Although many of these facilities have residents and clients without daily medical needs or medical supervision, there are a number of facilities where the majority of their residents need continuous medical care. Assisted living facilities may be associated with nursing homes, affiliated with other similar facilities, or independently owned and operated.

5.2.2.   Vocational Rehabilitation Work Centers

These facilities employ individuals with developmental disabilities in the community.

5.2.2.1.   Community rehabilitation programs

Community-based organizations that provide vocational rehabilitation services

5.2.2.2. Individual service providers

Independent contractors who assist people with disabilities and others with access and functional needs to participate in vocational rehabilitation services and to achieve and maintain an employment outcome.

5.2.3. Care Facilities

DCF and WI DHS license care facilities for people who cannot live alone but who do not need extensive medical services. Services typically include help with medications and assistance with personal hygiene, dressing, and grooming. Some facilities may provide supervision and programs for individuals who have Alzheimer's disease or other types of dementia. These facilities include:

5.2.3.1. Child care centers and family child care homes

5.2.3.2. Children's residential facilities

5.2.3.3. Adult and elderly facilities

5.2.3.4. Adult day programs[8]

5.2.3.5. Adult residential facilities

5.2.3.6. Adult residential facility for persons with special health care needs

5.2.3.7. Residential care facilities for the chronically ill

5.2.3.8. Residential Care Facilities for the Elderly (RCFEs)

(1) May also be known as assisted living facilities, retirement homes, and board and care homes.

(2) These facilities can range in size from six beds or less to more than 100 beds.

(3) The residents in these facilities require varying levels of personal care and protective supervision.

5.2.3.9. Residential care apartment complexes

Where services promised in a continuing care contract are provided.

5.2.3.10. Various child, adolescent, and adult family homes or other community based residential facilities may provide 24-hour non-medical care and supervision in a

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[8] *Adult day programs means any community-based facility or program that provides care to people 18 years of age or older in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of these individuals on less than a 24-hour basis.*

group setting to people recovering from mental illnesses who temporarily need assistance, guidance, or counseling.

5.2.3.11. Special agencies (i.e., adoption and foster-family agencies).

5.2.4. Independent Living Facilities/Homes

Independent living is a service provided to adults with developmental disabilities that offers functional-skills training necessary to secure a self-sustaining, independent living situation in the community or may provide the support necessary to maintain those skills. Individuals typically live alone or with roommates in their own homes or apartments. These homes are not licensed.

5.2.5. Adult Day Care

Adult day care centers are designed to provide care and companionship for seniors who need assistance or supervision during the day.

5.2.5.1. Adult social day care provides social activities, meals, recreation, and some health-related services.

5.2.5.2. Adult day health care offers more intensive health, therapeutic, and social services for individuals with severe medical problems and those at risk of requiring nursing home care.

5.2.6. Adult Residential Facilities

An adult residential facility is a facility of any capacity that provides:

5.2.6.1. 24-hour non-medical care for adults ages 18 through 59 who are unable to provide for their own daily needs.

5.2.6.2. Adults may be physically handicapped, developmentally disabled, and/or mentally disabled.

5.2.7. Homeless Shelters

A homeless shelter is any facility that provides an individual or family with a bed/cot to sleep on for a specified number of nights. Some shelters house only a few clients, while others house hundreds. Some shelters may house clients for a single night, while others may house clients for more than two years. Most shelters will typically have at least one staff member on duty 24-hours a day to provide services and supervision to their clients.

5.2.7.1. Homeless shelters generally serve a very diverse population, many with functional needs (e.g., mental or physical disabilities, substance abuse issues, and chronic health conditions).

5.2.7.2. Clients will range in age from newborns to the elderly.

5.2.7.3. Evacuation

(1) Decision

The decision to evacuate may be:

(A) voluntary, or

(B) Required as determined by local law enforcement or fire officials

(2) Transportation

(A) Those shelters with transportation capabilities should attempt to transport clients to evacuation facilities.

(B) Since most shelters do not have the capability to move a large number of clients, shelter staff should coordinate with local authorities and the Transportation Branch at the EOC to determine an efficient way to transport clients safely.

(3) Belongings and pets

(A) Information should be clearly presented as to what personal possessions or pets may be allowed to be taken during an evacuation.

(B) Some people may not choose to evacuate if they cannot bring their personal belongings or pets.

6. Evacuation of Animals

The Pets Evacuation and Transportation Standards (PETS) Act of 2006 requires local and state emergency preparedness authorities to include in their evacuation plans how they will accommodate household pets and service animals in the event of a major disaster.[9]

6.1. Service Animals

6.1.1. Service animals are essential to the continued independence of people with disabilities and others with access and functional needs and should be evacuated with the person.[10]

6.1.1.1. The Americans with Disabilities Act requires that service animals be permitted in any area accessible to the general public. This includes:

(1) Public transportation

(2) Shelters

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[9] *Humane Society of the United States. (2006, October 6). President Bush Signs Bill to Leave No Pet Behind in Disaster Planning and Evacuation. Available from: http://www.humanesociety.org/news/press_releases/2006/10/president_bush_signs_PETS_act_100606.html.*

[10] *See section "Service Animals and Pets" at Functional Needs of People with Disabilities: A Guide for Emergency Managers, Planners, and Responders. Available from: http://www.nod.org/assets/downloads/Guide-Emergency-Planners.html#pets.*

(3) And, any other location accessible to the general public

6.1.1.2. All service animals must behave appropriately and remain under the owner's control at all times in order to remain in the shelter.

6.1.2. Service animal identification

6.1.2.1. Service animals must be allowed to accompany their owners when that owner reports to staff that "this is my service/assistance/disability dog."

6.1.2.2. According to the U.S. Department of Transportation (US DOT), service animals are not registered in any way, so responders must trust the evacuees' word in designating these animals as service animals.

6.1.3. Service animal definitions

6.1.3.1. Federal

The 2010 ADA standards define a service animal as a dog of any breed or size, or a miniature horse that is individually trained to do work or perform tasks for an individual with a disability.

6.1.3.2. State

Wisconsin state law expands this definition to include a guide dog, signal dog, or other animal that is individually trained or is being trained to do work or perform tasks for the benefit of a person with a disability, including:

(1) The work or task of guiding a person with impaired vision

(2) Alerting a person with impaired hearing to intruders or sound

(3) Providing minimal protection or rescue work

(4) Pulling a wheelchair

(5) Fetching dropped items

6.1.3.3. The crime deterrent effects of an animal´s presence and the provision of emotional support, well-being, comfort, or companionship in the absence of a disability do not constitute work or tasks for the purposes of these definitions.

6.1.3.4. Qualified disabilities include physical, sensory, psychiatric, or other mental disability.

6.1.3.5. The county or tribe must apply the reasonable modification policy if an owner presents an alternate species of service animal.

6.1.4. Types of service animal work or tasks:

6.1.4.1. Guiding individuals who are blind or have low vision with navigation and other tasks

6.1.4.2.   Alerting individuals who are deaf or hard of hearing to the presence of people or sounds

6.1.4.3.   Assisting an individual during a seizure

6.1.4.4.   Alerting individuals to the presence of allergens

6.1.4.5.   Providing physical support and assistance with balance and stability to individuals with mobility needs

6.1.4.6.   Helping persons with psychiatric and neurological needs by preventing or interrupting impulsive or destructive behaviors

6.2. Household Pets

6.2.1.   Definition

A "household pet" is an animal from a traditional companion animal species: dog, domestic cat, ferret, pet bird, rabbit, or domestic rodent (gerbil, guinea pig, hamster, or domestic mouse or rat). All other animals kept as pets, including dog hybrids and domestic cat hybrids, are either considered livestock or exotic pets.

6.2.2.   Evacuation

When the evacuation of an area is called for, evacuees are encouraged to take their pets with them.

6.2.2.1.   Past evacuations have shown that:

(1) pet owners may refuse to evacuate their homes if they are unable to bring their pet(s) with them, or

(2) will reenter disaster zones in order to retrieve animals that were left behind

6.2.2.2.   Animals that are turned loose or left behind to fend for themselves are likely to become victims of starvation, predators, contaminated food or water, accidents, or exposure to the elements."[11]

6.2.3.   Planning Considerations

One of the most challenging issues for pet owners is finding a shelter that accepts household pets or finding a pet shelter located next to a shelter where the owner stays so that owners can care for their pets. The following points should be taken into consideration when planning for household pets and evacuation. This strategy places

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[11] *Humane Society of the United States. (2010, June 1). Disaster Preparedness for Pets. Available from:*
http://www.humanesociety.org/issues/animal_rescue/tips/disaster_preparedness_pets.html#When_You_Evacuate_Take_Your_Pets_With_Yo.

responsibility on the individual owners and will need to be clearly communicated through community preparedness outreach:

6.2.3.1. Like their owners, pets need identification, including call name, owner name, address, telephone, shot records, and medications. Plans should include providing the public with clear guidance regarding the necessity of having this information about their pets.

6.2.3.2. It is assumed that residents who have their own means of transportation will evacuate household pets.

6.2.3.3. Residents who do not have access to vehicles will need to secure their pets in cages or carriers before they use public transportation and/or arrive at the pick-up points.

6.2.3.4. Emergency planners should develop a tracking methodology for evacuated pets.

6.2.3.5. Plans should address waste disposal, as well as potentially feeding and watering depending on the duration of the evacuation, during the transportation process.

6.2.3.6. Memorandums of understanding (MOUs) need to be formalized with other agencies or organizations, especially for the transportation of large animals, such as horses. In addition, potential volunteer resources and private groups should be identified and tracked by local EOCs.

6.2.3.7. Only non-emergency resources and personnel, such as public and private animal services agencies, will be used to rescue and transport animals during an evacuation effort.[12]

6.3. Livestock, Wild Birds, and Exotic Animals[13]

6.3.1. Any cattle, sheep, swine, goat, or any horse, mule, or other equine whether live or dead is considered livestock.

6.3.1.1. Pet pigs, including Vietnamese potbelly pigs, miniature pigs, "micro" or "teacup" pigs, are also classified as livestock.

6.3.1.2. Backyard bird flocks and pet poultry are classified as livestock.

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[12] *U.S. Department of Homeland Security. (2008). National Response Framework. Author: Washington, DC. Available from: http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf.*

[13] *Under the Pets Evacuation and Transportation Standards Act of 2006, costs to a jurisdiction for transporting and sheltering livestock and exotic animals are not federally reimbursable.*

6.3.1.3.   Raptors and other wild bird species are considered "wild animals" and require special handling (see Wisconsin DNR captive wildlife web page).[14]

6.3.2.   An "exotic pet" is any companion animal other than a dog, domestic housecat, ferret, pet bird, rabbit, or domestic rodent (gerbil, guinea pig, hamster, or domestic mouse or rat). Note that some animal species that have been kept as pets may not be imported into Wisconsin because they are known carriers of highly contagious diseases.

6.3.2.1.   These animals include North American prairie dogs and the following African-origin species: tree squirrels, rope squirrels, dormice, Gambian giant pouched rats, brush-tailed porcupines, and striped mice.

6.3.2.2.   These species should not be in the state and should not be evacuated.

6.3.3.   For all other species, it is not determined on the state level if it is legal to own a particular animal species.

6.3.3.1.   Planners are strongly encouraged to consult with their local animal management agencies when drafting animal evacuation plans.

6.3.3.2.   In general, if the animal is legally owned in Wisconsin, its handling should be covered in evacuation plans.

6.3.4.   Some members of the public have livestock or exotic animals as pets or economic assets.

6.3.4.1.   Livestock owners have the responsibility to prepare for the evacuation of their livestock in an emergency or disaster.

6.3.4.2.   Jurisdictions may plan to assist in the transport of these animals out of danger zones and in their sheltering.

6.3.4.3.   Establishing good relationships with stables and farms within jurisdictions is important.

6.3.5.   Exotic animals, such as snakes and monkeys, will need sheltering, especially if they are housed in sanctuaries that have to evacuate.

6.3.5.1.   Local zoos may be able to assist but may also need the local jurisdiction's support when they have to evacuate.

6.3.5.2.   Ultimately, the owners or managers of zoos and wild or exotic animal sanctuaries are responsible for having an emergency response plan in place as well as for making arrangements for the evacuation of these animals.

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[14] *http://dnr.wi.gov/topic/wildlifehabitat/captive.html*

6.3.6. Evacuation to sites that can accommodate particular exotic animals should be considered. Depending on the types and varieties of animals, it is likely that they will have to be distributed to the appropriate sites that meet their needs in terms of space, environment, habitat, and care.

6.3.7. Livestock and exotic animals that are displaced and roaming at large may create a public safety issue and should be considered in planning.

6.4. Evacuation of Household Pets and Service Animals

Due to the lessons learned from Hurricane Katrina, the PETS Act of 2006, which amends the Stafford Act, was established and requires evacuation plans to take into account the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.

6.4.1. Ensuring for the transportation, care, and sheltering of household pets and service animals is an important factor in evacuation planning.

   6.4.1.1. Many people will refuse to evacuate their homes if they cannot take their household pets with them.

   6.4.1.2. It is estimated that up to 25 percent of household pet owners will completely fail to evacuate because of their animals.

   6.4.1.3. Furthermore, about 30 to 50 percent of household pet owners will leave pets behind, and approximately 50 to 70 percent of those individuals who leave animals behind will attempt to reenter an evacuated site to rescue their animals.[15]

   6.4.1.4. Therefore, it is imperative that evacuation plans address household pet and service animal evacuation and sheltering procedures to protect both human and animal health and safety.

6.4.2. State and local governments that shelter evacuees from areas declared a major disaster or emergency can seek reimbursement for eligible household pet and service animal–related costs through FEMA. The PETS Act establishes that eligible reimbursement costs include jurisdictional expenses to set up and operate pet shelters, including veterinary care and animal care staff costs.

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[15] Heath, S. E., Beck, A. M., Kass, P. H., & Glickman, L. T. (2001). *Risk factors for pet evacuation failure after a slow-onset disaster. Journal of the American Veterinary Medicine Association, 218*(12), 1905–1910. Available from: http://www.avma.org/avmacollections/disaster/javma_218_12_1905.pdf.

6.4.3. Planners should consider using animal control officers, the HSUS, and private animal care shelters to assist with the rescue, transport, and sheltering of large and small animals.

    6.4.3.1. Only non-emergency resources and personnel, such as public and private animal services agencies, including volunteer groups, should be used to rescue and transport animals during an evacuation effort.

    6.4.3.2. It is recommended that animal control officers work with animal services agencies and volunteers to develop an animal tracking methodology.

6.4.4. It is recognized that owners may refuse to evacuate their homes if they are required to leave their pets behind. Individual jurisdictions should identify strategies to address pet evacuations.

6.4.5. Jurisdictions should not assume that owners will have their own means (e.g. trailers) for transporting large animals. In addition, potential volunteer resources and private groups should be identified and tracked. Jurisdictions can also:

    6.4.5.1. Provide pet owners with information of nearby kennels, animal shelters, and veterinary clinics that may be able to be temporarily shelter their pets

    6.4.5.2. Set up temporary pet shelters at fairgrounds, parks, and other similar facilities

6.4.6. If local resources for evacuation become overwhelmed during the disaster response, the local EOC will request assistance through the regional emergency manager or to the SEOC from the Department of Agriculture, Trade & Consumer Protection (DATCP), which is the lead agency for the WI Animal Response Emergency System. If necessary, the DATCP will coordinate requests for federal assistance.

Attachment 2

Planning Considerations for Evacuation Transportation

Planning Considerations For Evacuation Transportation

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1. Evacuation Transportation

1.1 Introduction and Purpose

As part of the evacuation planning process, jurisdictions should include their transit providers in their plans to determine available personnel, resources, and procedures. Transportation may include private vehicles, buses, rail, wheelchair-accessible vehicles, vans, ambulances, military-type transport vehicles, pedestrian evacuation, and other public or private transport. The identification of available transportation resources and coordination of those limited resources is paramount to any evacuation's success. The 2006 Nationwide Plan Review Phase 2 Report[1] indicates that "a critical but often overlooked component of the evacuation process is the availability of timely accessible transportation – especially lift-equipped vehicles." Establishing solid agreements with vendors and detailing specialized services and equipment needed before an event is critical.

Transportation for evacuation is recognized as one of the most important elements of the larger disaster and incident response effort. Such transportation plans may include:

1.1.1   A recommended command structure for the activated transportation branch during evacuation operations

1.1.2   Guidelines addressing personal vehicle evacuation and those needing transportation assistance

1.1.3   Strategies for using all modes of transportation

1.1.4   Recommendations for transportation pick-up points (PUPs), evacuation points (EPs), Regional Hub Reception Centers (RHRCs), evacuation routes, and traffic and access control

1.1.5   Specific protocols for activating and demobilizing the transportation plan

1.1.6   The integration of the potential needs and specific services for people with disabilities and others with access and functional needs populations

1.2 Transportation Resource Coordination

1.2.1   Evacuating jurisdictions should establish an incident command system (ICS)–compliant entity that is responsible for communication and coordination between responding

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[1] *http://www.in.gov/ipsc/files/Prep_NationwidePlanReview.pdf*

agencies with transportation resources and personnel. In most cases, local jurisdictions should consider including:

1.2.1.1 Law enforcement

1.2.1.2 Transportation (e.g., highways, ports)

1.2.1.3 Transit (e.g., bus, rail)

1.2.1.4 Social services (e.g., mass care)

1.2.1.5 Service organizations serving people with disabilities and others with access and functional needs

1.2.1.6 Private-sector representatives, as appropriate

1.2.2 To maintain consistency with the National Incident Management System (NIMS) and the National Response Framework (NRF), it is recommended that this coordination element be assigned within the emergency operations center (EOC) under operations or planning, depending on how the jurisdiction operates. Specific sub-components focused on surface, maritime, and aviation operations may be activated, to support evacuation requirements, as appropriate.

1.2.3 The coordination element is charged with identifying transportation solutions and coordinating transportation resources to help meet evacuation and incident objectives.

1.2.4 It is recommended that the coordination element consider dispatching liaisons to the Wisconsin Department of Transportation (WisDOT)/Traffic Management Center (TMC) in Milwaukee.

1.2.5 Planning should include methods to receive and route requests for transportation and other assistance, which include teletypewriter (TTY) capabilities, at response time. The inclusion of all potential transportation providers in a transportation branch is essential.

1.3 Evacuation Route Planning

1.3.1 Primary evacuation routes in Wisconsin's 12 largest population areas consist of the major interstates, highways, and prime arterials. See the WisDOT Evacuation Route and Traffic Control Guidance for each area.

1.3.2 Local jurisdictions should pre-identify evacuation routes for probable hazards.

1.3.3 The jurisdictional coordination element should coordinate with the state or county EOC to assess the viability of identified evacuation routes in relation to real-time capacities of transportation infrastructure.

1.4 Vehicle Staging Areas

1.4.1 Staging areas should be established for the check-in and mobilization of transportation resources.

1.4.2 Staging areas should be pre-identified based on hazard and risk assessments and need, when possible.

1.4.3 The selection of staging areas should preferably be made by the county EOC in coordination with transit agencies and based on incident impacts and evacuation resource needs.

1.5 Pick-up Points and Evacuation Assembly Points (EAPs)

1.5.1 Transportation coordinators and local jurisdictions will work with county and state emergency management agencies to identify and establish PUPs in the event of a catastrophic incident.

1.5.2 Planners should consider using existing bus stops as PUPs during an evacuation and coordinate with local transit agencies who service those stops. Other PUPs may need to be identified and added to service routes, as needed.

1.5.3 Planners should include flexibility in plans to add locations where people are likely to congregate to serve as PUPs.

1.5.4 To the maximum extent possible, given resource limitations and risk to responders, people with disabilities and others with access and functional needs who cannot reach these PUPs should be collected curbside at their respective locations. PUPs should be accessible to all evacuees.

1.5.5 It is critical that modes of available transportation are identified that can accommodate people with disabilities and others with access and functional needs during an evacuation. Transportation that can accommodate people in wheelchairs, scooters, or other mobility aids must be made available. Some potential options can be the use of lift-equipped school buses and vans.

1.5.6 Planners should consider adding designations to locations identified as possible PUPs that could include temporary signs, permanent additions to existing signs, or some other indication that it will serve as a PUP.

1.6 Evacuation Points

1.6.1 Transportation coordinators and local jurisdictions should work with county and state emergency management agencies to identify and establish evacuation points (EPs) in the event of a catastrophic incident.

1.6.2 EPs should be established outside of threatened areas for the triage of evacuees and distribution to appropriate care facilities.

1.6.3 The number and location of EPs should be based on the population that will need transportation. EPs should be at easily identifiable locations and accessible to all evacuees.

1.6.4 Municipalities may want to consider senior centers for use as EPs, as these facilities are geographically dispersed, ADA-compliant, include many infrastructure support resources (e.g., water, bathrooms, backup power), and are familiar to senior citizens.

1.6.5 Where available, local rail authorities should attempt to incorporate rail into the evacuation plans in order to move large segments of the population from and within the affected area, as necessary.

1.6.6 Well-known sites (e.g. schools, shopping centers, and libraries) should also be considered as possible EPs.

   1.6.6.1 A facility considered for use as an EP should contain overhead cover and restrooms that are capable of supporting large segments of the population for extended periods of time.

   1.6.6.2 If schools are currently in session, their use should be coordinated with the appropriate school district before they are used.

1.7 Regional Hub Reception Centers

1.7.1 An regional hub reception center (RHRC) is an interim site along an evacuation route for people who have been provided transportation assistance.

1.7.2 This site may include services such as evacuee tracking, canteen or feeding, household pet reception, basic medical assessment, evacuee communications, and determination of shelter location to which the evacuees will be sent.

1.7.3 This site may be used when assessments and evacuee processing could not be accomplished or completed prior to embarkation, or if reassessment or processing is necessary prior to arrival at shelter locations.

Figure 1-1: Evacuee Flow Charts
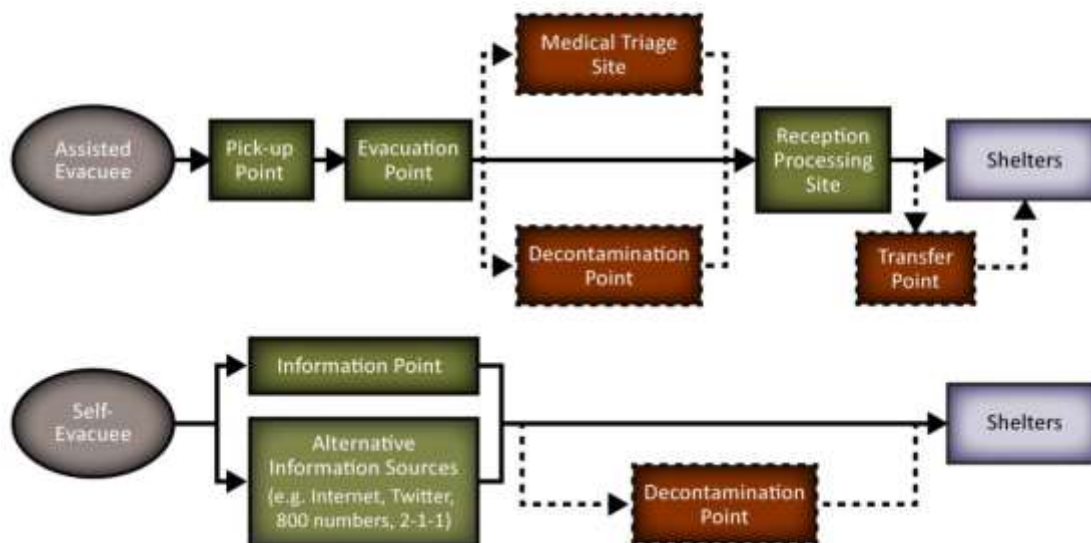
1.8 Evacuee Manifesting and Tracking Process[2]

For government-assisted evacuations, planners should employ systems like the Federal Emergency Management Agency (FEMA) sponsored National Mass Evacuation Tracking System (NMETS) where technologically possible or collect basic information, including:

1.8.1   Geographic location from which evacuees came

1.8.2   Number of adults

1.8.3   Number of children

1.8.4   Number of people with disabilities and others with access and functional needs, including:

    1.8.4.1   Whether they have a guardian or caretaker present

    1.8.4.2   Unaccompanied minors, any durable medical equipment (DME), and service animals

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[2] *Several software packages have been developed specifically to track people displaced in a disaster and have been used successfully for several large-scale disasters.*

1.9 Transportation Coordination

Staging areas will be established to stage and coordinate transportation resources in support of PUP operations. This will provide the EOC the ability to coordinate these resources effectively. The appropriate EOC or incident commander will be responsible for coordinating these resources with local transit agencies. It is important that control over transportation resources be maintained by the appropriate transit agency to facilitate continued service in support of evacuation plans and response goals.

1.9.1   Special consideration must be taken where local bus fleets consist predominantly of compressed natural gas (CNG) powered buses, which are required to refuel at specific sites and have limited range. Local transit agencies may need to provide support services to the evacuation bus fleet, including refueling and quick turnaround maintenance to enhance evacuation capabilities.

1.9.2   Law enforcement escorts may be required to provide security in support of transportation resources, where necessary.

1.9.2.1   Due to limited resources, law enforcement escorts may not always be possible. In the event that law enforcement vehicles (i.e. motor units) are used, communications should be established and maintained with the escort group via radio.

1.9.2.2   Escorts can also coordinate real-time information on traffic and road conditions, EPs and PUPs, and other critical information. Information obtained should be relayed via the escort group to the EOC for analysis and dissemination, as necessary.

1.9.3   Overall evacuation routes must be coordinated across jurisdictional boundaries and may require sustained inter-jurisdictional coordination between evacuated and host communities along or near the evacuation routes. See WisDOT Evacuation Route and Traffic Control Guidance.

1.10 Evacuation Route Determination

The WisDOT Evacuation Route and Traffic Control Guidance is the primary authority in Wisconsin for evacuation route determination.

1.10.1   Evacuation routes and capacities

1.10.1.1   Primary evacuation routes consist of the major interstates, highways, and prime arterials. Local jurisdictions work primarily with their county EOCs, law enforcement officials, WisDOT, Wisconsin State Patrol (WSP), local transit agencies, and other applicable agencies or departments to identify EPs and

transportation routes. In addition, local jurisdictions should coordinate with EOCs for RHRCs and shelter locations.

1.10.1.2 It will be necessary to identify EPs before evacuation routes are announced to the public. Evacuation routes should be determined based on the location and extent of the incident and should include as many pre-designated transportation routes as possible. Important roadway characteristics and factors that should be considered when selecting an evacuation route include:

(1) Shortest route to the designated destination areas;

(2) Ability of proposed routes to accommodate the mode of transportation to be used;

(3) Maximum roadway capacity;

(4) Ability to increase capacity and traffic flow using traffic control strategies;

(5) Maximum number of lanes that provide continuous flow through the evacuation area;

(6) Contra-flow plans and routes (if routes accommodate such use);[3]

(7) Availability of infrastructure to disseminate real-time conditions and messages to evacuees en route, such as changeable message signs (CMSs);

(8) Number of potentially hazardous points and bottlenecks, such as bridges, tunnels, and lane reductions;

1.10.1.3 Traffic conditions must be monitored along evacuation routes, and operational adjustments should be made as necessary to maximize throughput.

(1) The TMC has the ability to monitor traffic on Wisconsin's freeway system by using cameras and other sensors.

(2) These assets should be used to make adjustments to evacuation routes based on real-time conditions.

1.10.2 Average daily traffic

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[3] *NOTE: WisDOT does not include contra-flow traffic as a viable strategy in its Evacuation Route and Traffic Control Guidance and discourages local entities from using contra-flow concepts during mass evacuation operations. However, local entities may find contra-flow traffic a necessity and therefore it is included in this annex as a transportation strategy.*

1.10.2.1 Traffic volume data can provide useful information to emergency managers when determining evacuation routes and durations.

1.10.2.2 Planners should understand normal traffic tendencies.

1.10.2.3 This information can be used to estimate the capacity of a particular route for evacuation purposes by reviewing traffic flow patterns during heaviest usage.

1.10.3 Roadway capacity

1.10.3.1 Roadway capacities can fluctuate based on the number of available lanes, number of traffic signals, construction activity, accidents, and obstructions.

1.10.3.2 Planners should consult with local traffic engineers and WisDOT for a detailed understanding of how this will impact evacuation operations.

1.11 Transportation Strategies

There are many transportation strategies available that can be implemented during an evacuation effort to enhance traffic flow and reduce the overall evacuation time. These strategies include contra-flow, traffic signal coordination, closure of on- and off-ramps, intelligent transportation systems (ITS), segregation of pedestrian and vehicle traffic, exclusive bus routes, phased evacuation, phased release of parking facilities, use of designated markings, and road barriers.

1.11.1 Contra-flow operations

1.11.1.1 Contra-flow is a tactic in which one or more lanes of a roadway are reversed to allow for an increase of traffic flow in one direction. Contra-flow can be implemented for highway and arterial roadways. However, the non-signaled, divided, and access-controlled configurations of highways make these roadways ideal for contra-flow operations.

1.11.1.2 An important consideration in the development of contra-flow plans is the identification of inception and termination points for the corridor. Congestion at these points can significantly reduce the effectiveness of these operations.

1.11.1.3 Effective implementation of these plans includes the deployment of appropriate signage, signals, and barriers as well as the use of WSP and other law enforcement personnel.

1.11.1.4 For safety considerations, contra-flow operations should only be performed during daylight hours. In addition, an emergency return lane must also be designated.

1.11.1.5 Since mass evacuations in Wisconsin will likely be limited or no-notice in nature, it is highly unlikely that jurisdictions will employ contra-flow strategies given the transportation complexity and level of resources required to

implement this strategy. However, if contra-flow operations were to be used in Wisconsin in an evacuation effort, it will be implemented for only small segments of roadways.

1.11.1.6 Each jurisdiction has the option to use contra-flow on their local roadways. However, the use of contra-flow on highways requires extensive cross-jurisdictional coordination.

1.11.2 Traffic signal coordination and timing

1.11.2.1 Traffic signal coordination and timing plans should be synchronized to maximize traffic flow in the outbound direction during an evacuation effort. Depending on the extent of the evacuation, coordination may be necessary both locally and regionally to calibrate traffic signal systems.

1.11.2.2 In addition, it is important to identify the number of non-programmed signals along evacuation routes. These signals can be plugged into non-centrally programmed traffic signal boxes, which will then generate flashing yellow and red lights to help manage traffic.

1.11.2.3 Individual jurisdictions should determine whether local traffic signals can be controlled from a central location as well as the availability and capability of backup power sources.

1.11.3 Closure of freeway on-ramps and off-ramps

1.11.3.1 Closure of outbound freeway on-ramps on designated evacuation routes will reduce congestion on these roadways resulting from traffic originating at intermediate locations between evacuation origins and destinations.

1.11.3.2 In addition to reducing congestion, closure of freeway outbound on-ramps will also help eliminate entrance queuing.

1.11.3.3 Closure of freeway off-ramps will ensure that evacuees remain on designated evacuation routes.

1.11.3.4 These tactics will require coordination between WSP, WisDOT, local jurisdictions, and other emergency personnel to place and staff necessary barricades throughout the evacuation route.

1.11.4 Intelligent transportation systems

1.11.4.1 Intelligent transportation systems (ITSs) include a broad range of technologically-based tools that enable transportation and emergency managers to monitor traffic conditions, respond to capacity-reducing incidents, and provide real-time road conditions.

1.11.4.2 Numerous forms of ITS technologies exist including:

(1) Roadway electronic surveillance

(2) Automatic vehicle location

(3) CMSs

(4) Highway advisory radio

1.11.4.3 These types of technologies provide real-time information to the TMC.

1.11.5 Segregation of pedestrian and vehicle traffic

1.11.5.1 This strategy will designate certain urban roadways as pedestrian only. This will provide separation between vehicles and pedestrians during an evacuation, thus reducing confusion and increasing the efficiency and safety of the evacuation.

1.11.5.2 Some short-notice incidents would involve an immediate evacuation on foot versus by vehicle.

1.11.5.3 Resources required to successfully implement vehicle and pedestrian separation on evacuation routes will include appropriate accessibility, signage, signals, barriers, and the deployment of emergency management personnel and communications equipment.

1.11.6 Exclusive bus routes

1.11.6.1 This strategy involves the designation of certain lanes within an evacuation route exclusively for buses or high-occupancy or large-capacity vehicles.

1.11.6.2 Exclusive bus routes may also be established along alternative evacuation routes.

1.11.6.3 The implementation of this strategy will help support and expedite pick-up point and evacuation point operations and can greatly increase the number of people that can be evacuated within a timeframe.

1.11.6.4 This strategy will require coordination between the state, county, or tribal EOCs, local transit agencies, affected local jurisdictions, law enforcement agencies, and WisDOT.

1.11.7 Use of designated markings

1.11.7.1 Designated markings and signs will play a key role in accomplishing a safe and efficient evacuation.

1.11.7.2 Signs, flags, and other markings can be used to provide guidance and information to evacuees en route.

1.11.8 Road barriers

Road barriers can be used in conjunction with other transportation strategies to ensure that evacuees remain on designated evacuation routes or are blocked from entering closed areas.

1.11.9 Vehicle support services

Local governments provide or have contracts to provide freeway patrol services, which can be activated and used during an evacuation effort to provide services (e.g. changing tires, jump-starting vehicles, providing fuel, or towing vehicles) to disabled vehicles.

2. Evacuation via Motor Vehicle

2.1 Planning Considerations for Use of Motor Vehicles

2.1.1 Damage to the infrastructure may prevent motor vehicles from traveling on the highway system or roadways.

2.1.2 Debris may make roadways impassable or cause threats to safety due to materials such as nails, glass, or other debris that negatively affects vehicle tires and driving.

2.1.3 Following a significant high-yield explosive incident, roads and bridges in the immediate blast area will likely require inspection. This could slow the traffic and evacuation process for motor vehicles.

2.1.4 If the electricity is out, traffic signals will not be working which would slow the motor vehicle evacuation process.

2.1.5 In the event of flooding, motor vehicles will not be able to pass through low-lying areas.

2.1.6 If there is damage to gas pipelines, vehicles may not be able to get fuel.

2.1.7 If there is no electricity and no backup generator, fuel will not be able to be pumped nor will electric vehicles be able to re-charge.

2.1.8 Bus facilities may be affected.

2.1.9 Schedules will have to be maintained for continuing preventative maintenance on vehicles.

2.1.10 If communications are not already available onboard the motor vehicle, some mode of communication will have to be identified and the operators will have to be trained to use it.

2.1.11 Communications networks for gas stations may be down and pay-at-the-pump and credit or debit transactions may be unavailable. The stations may only be able to accept cash.

2.1.12 When planning for para-transit vehicles and taxis, consider that the space limitations inside those vehicles may mean that families become separated. If this is the case, family reunification will be an issue.

2.1.13 Proper record keeping is an absolute necessity to ensure that private companies and nonprofits are reimbursed for expenses they incur. It is also important that they be monitored to ensure that they are reporting correctly to avoid fraud and abuse.

2.1.14 Agreements need to be developed regarding reimbursement for the use of private transportation personnel and resources, as well as associated damages from operations.

2.1.15 Appropriate safety regulations must be maintained for all vehicles obtained to assist with government-assisted evacuations.

2.2 Government-Assisted Motor Vehicle Transportation Resources

2.2.1 Local transit agencies

Transit agencies are key stakeholders in evacuation transportation. Planners should work with the local transit agency to determine the number of resources, their capabilities, and fuel requirements.

2.2.1.1 Advantages include the following:

(1) Buses are readily available and have great mobility.

(2) Buses have a relatively quick response time.

(3) Buses are familiar to the public.

2.2.1.2 Limitations include the following:

(1) Buses typically have only two wheelchair securement locations for people who use wheelchairs and mobility devices.

(2) Some might be powered by CNG only and thus be limited to fixed refueling locations.

(3) Buses may be limited in range.

(4) Drivers capable of effectively operating the buses may be in short supply.

2.2.1.3 Bus fleets are often comprised of 40-foot, 45-foot, and 60-foot buses that operate on CNG, gasoline, or diesel, depending on the fleet.

(1) Buses traditionally have a capacity of 40 to 45 people.

(2) Buses can usually accommodate two wheelchairs and majorities of the buses are lift-equipped.

2.2.2 School district buses

2.2.2.1   Planners should work with local school districts to determine if school buses are owned and operated by the district or are leased or contracted with a private vendor.

2.2.2.2   School bus advantages include the following:

(1) Buses are readily available and have great mobility.

(2) They have a relatively quick response time.

2.2.2.3   Limitations include the following:

(1) Buses have limited space for people in wheelchairs and mobility devices.

(2) Buses that use CNG instead of diesel are limited to fixed refueling points.

(3) Buses may be limited in range.

(4) During the school year, buses will already be tasked with a dedicated route.

(5) During the summer and holidays, it may be harder to find and recall bus drivers.

(6) Buses have no personal belonging storage thus reducing passenger capacity

2.2.2.4   School buses traditionally have a capacity of 40 to 70 people per bus under normal operations.

2.2.2.5   Each school bus can typically accommodate two wheelchairs.

2.2.3   Para-transit services

2.2.3.1   Advantages include:

(1) Para-transit services often have relationships with current riders.

(2) Resources are accessible by a wide variety of mobility devices.

2.2.3.2   Limitations include:

(1) Vehicles have limited space for passengers, often having small capacities of only 4 to 11 passengers.

(2) Some vehicles may not be able to accommodate mobility devices larger than the Federal requirement of 30 inches wide, 48 inches long, and 600 pounds in total weight (rider and mobility device combined). Planners should consult with the services to determine their level of capability.

(3) Para-transit services are dedicated resources for existing clients. Planners must coordinate with these resource providers to consider the impact on

existing clients and a contingency plan for those who are en route to a destination or expecting to be picked up.

2.2.4   Intercity motor coach or charter buses

    2.2.4.1   Advantages include the following:

        (1) Some buses are lift-equipped and wheelchair-accessible.

        (2) There is an abundant supply of these buses in Wisconsin's larger population areas.

    2.2.4.2   Limitations include the following:

        (1) Some have scheduled routes, assignments, or other priorities and may not be available for service.

        (2) There is limited space for people with wheelchairs or mobility devices.

        (3) There may be legal restrictions on the areas they can access.

    2.2.4.3   Motor coaches traditionally have a capacity of 35 to 57 people.

2.2.5   Taxis

    2.2.5.1   Advantages include the following:

        (1) A limited supply of taxis exists in Wisconsin's larger population areas.

        (2) Taxi services are licensed through local regulatory jurisdictions. Planners should work with local agencies to determine regulatory requirements, or with neighboring jurisdictions to determine standards and available resources.

    2.2.5.2   Limitations include the following:

        (1) There is a public perception that passengers will have to pay for the service.

        (2) Price gouging (or the perception of price gouging) may limit some residents from using this service.

        (3) There is limited space for passengers.

        (4) Most taxis are not wheelchair-accessible.

        (5) Taxis can cause congestion on roads.

        (6) Due to the number of taxis available to the area, it may be difficult to coordinate this resource.

    2.2.5.3   Taxis usually have a capacity of between two and seven passengers per vehicle.

2.2.6 Buses and vans of churches, non-governmental organizations (NGOs), and private schools

2.2.6.1 Advantages include the following:

(1) Some individuals in the target evacuation population will already have a relationship with the churches, NGOs, and private schools.

(2) These buses and vans are already embedded in the community.

2.2.6.2 Limitations include the following:

(1) These resources and organizations may be unfamiliar to some citizens.

(2) The buses and vans may already be committed to another route or assignment.

(3) During holiday times, it may be harder to recall drivers.

(4) Pets may not be welcome on the buses and vans.

(5) There should be appropriate agreements and record keeping ensuring that the groups are able to receive reimbursement for expenses, including damages, drivers' salaries, and fuel.

2.2.6.3 Churches, NGOs, and private schools will own a wide variety of motor vehicle transportation assets. These will range from vans and shuttles to larger buses.

2.2.7 Private shuttle services

2.2.7.1 These services often are provided by larger employers, amusement parks, and other tourist facilities, among others.

2.2.7.2 Advantages include the following:

(1) Buses and vans are readily available and have great mobility.

(2) Buses and vans have a relatively quick response time.

2.2.7.3 Limitations include the following:

(1) Buses and vans have limited space for people with wheelchairs or other mobility devices.

(2) Operators may encounter physical and legal barriers. Legal barriers could include limited insurance coverage for specific passengers or geographic restraints.

(3) Operators may already have a fixed route and not be available to assist.

(4) Shuttle buses and vans usually have a capacity of 4 to 40 people.

2.2.8 Law enforcement transportation resources

2.2.8.1 An advantage is that during a disaster, these resources and their drivers may be available.

2.2.8.2 Limitations include the following:

(1) There is a public stigma or perception against transporting "free" citizens in a corrections vehicle.

(2) These resources may already be committed to transporting or evacuating inmates.

2.2.9 Car pool vans

2.2.9.1 Advantages include the following:

(1) These vans are already out in the community.

(2) Vans are well marked.

2.2.9.2 A limitation is that these vans are assigned to particular vanpools so in a disaster these vans may already be tasked with other missions.

3. Evacuation via Rail Transport

While rail evacuation is limited by track service area, right of way, and limited boarding platforms, the access constraints are offset by the potentially large numbers of passengers that are able to be moved and the ability to transport people with disabilities and others with access and functional needs. However, since few Wisconsin population centers are serviced by passenger rail service and because rail evacuation using freight lines requires lead-time for execution, evacuation via rail is not considered a significant mode of evacuation in Wisconsin but it cannot be entirely dismissed.

3.1 Amtrak

Amtrak operates two passenger train routes in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with one round-trip daily and six Wisconsin stops (Milwaukee, Columbus, Portage, WI Dells, Tomah, and La Crosse); and the Hiawatha Service that carried more than 830,000 passengers in 2012 on seven daily round-trips between Chicago-Milwaukee.

3.1.1 Capacity, range, and cycle time

3.1.1.1 Passenger rail cars come in varying configurations.

3.1.1.2 Lounge cars seat between 31 and 53 passengers, while older, single-level cars have either 60 or 84 seats.

3.1.1.3 Double-deck superliner cars have 12 seats in the lower level and 62 in the upper level.

3.1.1.4 The range is up to 900 miles per fuel load.

3.1.1.5 Passenger loading and unloading time is approximately 10 to 20 minutes.

3.1.1.6 Cycle time is minimal from arrival at the evacuation boarding point to the departure.

3.1.2 Accessibility for people with disabilities and others with access and functional needs

3.1.2.1 Room is available for attendees, service animals, and mobility equipment.

3.1.2.2 The lower-level superliner coaches are accessible to individuals with access and functional needs.

3.1.2.3 All restrooms are accessible.

3.1.3 Considerations

3.1.3.1 Inter-city rail transport has been effectively employed in past disasters due to its ability to transport large numbers of evacuees in a single trip.

3.1.3.2 Most passenger cars are equipped with a restroom, and a number of cars are configured for food and water services.

3.1.3.3 Infrastructure (e.g. tracks, power source, and control devices) may be damaged by the incident and may require specialized operators.

3.1.3.4 The locomotives require large amounts of fuel (2,500 gallons per locomotive) and have generally less passenger room than urban or light-rail services.

3.1.3.5 Onboard security will be required.

3.1.3.6 Amtrak provides shuttle services between certain locations to nearby train stations. Planners should consult with Amtrak to determine if this exists in their jurisdictions and its use during emergency operations.

3.1.3.7 Employment of inter-city rail services will require considerable pre-incident planning with memorada of understanding (MOUs) in place to facilitate their mobilization.

3.2 Freight Lines

Freight railroads provide key transportation services to manufacturers and other industrial firms. Twelve freight railroads in Wisconsin operate on a system of approximately 3,600 route miles.

4. Evacuation via Marine Transport

4.1 Overarching Considerations

4.1.1   While all water-borne transport is limited by ports, rivers, and canals with the ability to properly dock and load, these constraints are offset by the ability to transport large numbers of passengers, including people with disabilities and others with access and functional needs.

4.1.2   Marine facilities may be isolated from damaging incidents that occur inland or they may be the focal point of major damage due to an earthquake.

4.1.3   Marine assets offer the ability to assemble a large number of evacuees in a secure environment.

4.1.4   Mobilization time will vary greatly. While all private operations will require MOUs and pre-incident planning, the larger the ship and crew, the greater amount of preparation and mobilization time is required.

4.2 Ferry

4.2.1   A limited supply of ferries exists in Wisconsin on Lake Michigan, Lake Superior, and on the Mississippi River. Capacity, range, and cycle time vary significantly, thus planners are encouraged to obtain detailed information from ferry operators in their respective areas of responsibility.

4.2.2   Accessibility for people with disabilities and others with access and functional needs

4.2.2.1   Ferries generally have space and access facilities for mobility devices and the ability to configure space for people with disabilities and others with access and functional needs.

4.2.3   Considerations

4.2.3.1   Ferries have been successfully employed in several major disasters nationwide.

4.2.3.2   Given their flexibility and size, ferries will move large passenger loads efficiently for extended time periods.

4.2.3.3   A large number of passengers may be assembled in the docking area within a secure environment.

4.2.3.4   Passengers may be transported via ferry to a shelter area or other means of transportation outside of the disaster impact zone.

4.2.3.5   Ferries require no special fuel.

4.2.3.6   With a qualified crew of three to five people, ferries are virtually self-sufficient.

4.2.3.7   Ferries require a dock area of sufficient draft and boarding capability and a security presence at the dock and onboard.

4.2.3.8   Most ferryboats are equipped with accessible restrooms.

4.2.4   Availability

4.2.4.1   Planners with access to water evacuation resources should consult with local port operations or the Coast Guard to determine availability and resources within the jurisdiction.

4.3 Recreational Boats and Excursion or Tour Boats

4.3.1   Personally-owned recreational boats as well as business-owned excursion and tour boats are prolific in Wisconsin. Capacities, ranges, and cycle times vary greatly by type of boat.

4.3.2   Accessibility for people with disabilities and others with access and functional needs include:

4.3.2.1   Excursion or tour boats likely have designated access and functional needs areas and the potential for apportioned deck space.

4.3.2.2   However, recreational boats, unless specially configured, likely do not have such accessibility.

4.3.3   Considerations

4.3.3.1   Excursion or tour boats are able to store and serve food and water.

4.3.3.2   A large number of passengers may be assembled in the docking area within a secure environment.

4.3.3.3   Passengers may be transported to shelter areas or to other means of transportation within a safe and secure area.

4.3.3.4   Excursion or tour boats and recreational boats require no special fuel.

4.3.3.5   With a crew of three to five people, excursion or tour boats are virtually self-sufficient.

4.3.3.6   They may require a suitable docking structure to load and unload passengers.

4.3.3.7   Recreational boats are in abundant supply but integrating their owners into evacuation plans prior to an incident occurring is difficult.

4.3.3.8   Recreational boats are highly maneuverable and capable of accessing confined spaces with low water drafts.

4.3.4   Availability

4.3.4.1   Planners with access to water evacuation resources should consult with local marinas, port operations, or the Coast Guard to determine availability and resources within the jurisdiction.

5. Evacuation via Air Transport

Air evacuation involves coordination among multiple agencies, including federal, state, tribal, and local partners, as well as private-sector air operators.

5.1 Planning considerations

5.1.1   These resources can travel long ranges. They cover great distances in a short amount of time.

5.1.2   They require runways, dedicated crews, specialized fuel, and support.

5.1.3   Other required support includes ground security; shelter; water and restrooms for waiting evacuees; boarding security and passenger manifesting; communications and air traffic control systems; and sufficient supply of proper types of fuel.

5.1.4   In a catastrophic disaster, the aviation system may be damaged or disrupted. This may include physical damage to runways, taxiways, and ramps, or to the support infrastructure.

5.1.5   Careful planning and execution is needed to ensure that the complex aviation operation system is fully functional. This includes damage assessments, immediate repairs, and the restoration of navigation services, airspace, air traffic control operations, emergency power, and lighting.

5.1.6   Evacuation via air transport should not be considered unless ordered to do so.

5.1.7   Air evacuation would normally be a federal and state-coordinated effort. A local jurisdiction's responsibilities will focus on arrangements to shuttle evacuees to the airport.

5.1.8   Flow of evacuees must be closely coordinated with the aviation planning section of the incident command to ensure the safe and smooth flow of air assets in to and out of evacuation hubs.

5.1.9   While the air evacuation is the most expensive cost per passenger method of emergency evacuation, it offers the ability to rapidly relocate a given population of up to 300 evacuees a substantial distance.

5.1.10   This may be appropriate in the relocation of populations to an area of appropriate care and shelter.

5.2 Accessibility for People with Disabilities and Others with Access and Functional Needs

5.2.1 In proper configuration, specialized aircraft can transport relatively large numbers of non-ambulatory individuals.

5.2.2 Mechanized lift platforms are required for civilian aircraft and, unless the unit is a specialized plane, seating is limited for people with disabilities and others with access and functional needs.

5.2.3 Military aircraft will have full dropdown ramp access and may be configured to be accessible.

5.3 Availability

5.3.1 All of Wisconsin's major population centers have transport-capable airfields with the majority serviced by commercial passenger aircraft service.

5.3.2 A wide range of aircraft may be available from these airports. Incident-specific availability will depend on the amount and degree of damage to airfield facilities and the level and detail of pre-incident planning and agreements.

5.3.3 In addition to the civilian and military operators, a number of federal agencies operate aerial assets that are suitable for mass evacuation.

6. Building Relationships with Transportation Partners

6.1 Identifying Transportation Resources

6.1.1 Identifying and fostering relationships with the myriad of transportation resources in Wisconsin is essential to effective evacuation. It is recommended that jurisdictions develop relationships with transportation agencies, service providers, and operators within the community whose resources may be needed during an evacuation.

6.1.2 There are numerous transit service providers in Wisconsin's major population centers as well as hidden fleets that may be needed in case of evacuation. There are also transportation service providers that will be crucial in the movement of individuals from hospitals and care facilities.

6.1.3 An inventory of transportation assets should be developed that includes:

    6.1.3.1 Fleet size

    6.1.3.2 Types of vehicles

    6.1.3.3 Vehicle capacities

6.1.3.4   Number of wheelchair securement locations on vehicles

6.1.3.5   Fuel type and range

6.1.3.6   Vehicle fueling locations

6.1.3.7   Turning radius

6.1.3.8   Vehicle storage or layover locations

6.1.4   It is recommended that jurisdictions identify the number of people who may be in need of evacuation transportation, and map those populations in relation to transportation assets, evacuation routes, and reception centers or shelters.

6.1.5   Local jurisdictions should seek to establish and maintain working relationships with advocacy and faith-based groups that serve the transportation-dependent members of their community.

6.2 Public Education

Emergency managers should prepare the public in advance for the potential of evacuations. Federal Highway Administration (FHWA) has identified the following pieces of critical information that are key to effective public communication:

6.2.1   What preparations to carry out in advance (e.g. emergency ready kits and family evacuation plans)

6.2.2   How an evacuation will be declared and the meaning of different types of evacuation orders

6.2.3   What support services are likely to be offered to evacuees

6.2.4   Where to get information once an evacuation is ordered

6.2.5   Where and how to get updated information once an evacuation is underway

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Attachment 3

Re-Entry Procedures Guidance

Re-Entry
Procedures Guidance

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Table of Contents

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1. Purpose

The purpose of the re-entry procedures guidance is to assist local and state agencies in developing a coordinated, safe, and orderly re-entry into the impacted communities following a catastrophic incident. Re-entry planning will assist in a more orderly and efficient re-entry process.

2. Re-Entry Considerations

Several factors should be considered during the re-entry process. Communication is the key to avoiding and reducing the risk of possible injury or loss of life. All stakeholders should meet and confer regarding the re-entry process to insure a safe, controlled plan execution. The incident commander (IC) should make the re-entry determination based on a thorough area assessment to ensure that the affected area is safe for both the emergency responders and the public. The following is a list of possible considerations:

2.1. Safety

2.1.1. First responders and emergency workers supporting evacuee re-entry should be equipped with the proper equipment (e.g. barricades, flares, signs, food, water, and bathrooms).

2.1.2. Checkpoints should be identified, set up, staffed, and demobilized.

2.1.3. Structures in the area should be assessed and tagged (e.g. habitable or condemned).

2.1.4. Dangerous debris should be removed from access routes and public areas.

2.2. Security

2.2.1. Sufficient security personnel should be made available and supporting operational plans should be implemented.

2.2.2. An adequate number of traffic control personnel should be available and the support of operational plans should be implemented.

2.2.3. Adequate assessments of known or likely criminal/gang activity should be considered.

2.2.4. An established credentialing process should be implemented and its requirements disseminated to all parties involved.

2.2.5. Planners should implement procedures for handling stray and wild animals that re-entering people might encounter.

2.3. Damage assessment

2.3.1. Sources of aerial photos or surveys of the impacted area to assess re-entry decisions should be identified.

2.3.2.   Public works and necessary infrastructure repairs should be completed.

2.4. Restoration of services

2.4.1.   Service of required infrastructure should be restored (e.g. gas, electric, water, or sewer) and the appropriate companies should have conducted and completed site surveys. The area should first be rendered and identified as safe for re-entry.

2.4.2.   Appropriate health and safety services and first-responder disciplines should be functional (e.g. working hospitals, emergency medical technicians, and fire personnel).

2.4.3.   A timeline for repairing non-essential infrastructure should be developed.

2.5. Recovery of decedents

2.5.1.   Local coroners must develop plans to remove, store, and track decedents.

2.5.2.   Mental health or grief counselors should be available for support to the population and responders in the affected area.

2.5.3.   Local health authorities should consider health implications of decomposing human remains and incorporate precautions to safeguard health of recovery personnel accordingly.

2.6. Site safety assessment

2.6.1.   A re-entry coordinator has been designated.

2.6.2.   The re-entry area has been divided into workable grids.

2.6.3.   Ingress and egress routes have been established.

3. Re-Entry Process

The re-entry process should engage multi-jurisdictional entities and disciplines, including local fire departments, emergency medical services; health services; public health; law enforcement; housing departments and building and safety agencies; city, county, regional, state, and federal agencies; faith-based, community-based, and nonprofit organizations; and the private sector. These agencies should provide a task list of responsibilities for re-entry based on the type of incident that forced the evacuation.

For catastrophic incidents that require mass evacuation, re-entry will generally take place in stages over the course of a few weeks. Some people may return immediately, others in a few days, and others weeks or months later. Re-entry may be lengthened and complicated by the fact that many residents will have decided to stay with relatives and friends in non-affected areas rather than stay at evacuation shelters. If the evacuation operation is so large that several shelters are activated, the resulting re-entry traffic control operation may also prove to be time-consuming.

3.1. Coordination

Coordination across jurisdictions is critical for effective re-entry operations.

3.1.1.   Re-entry coordinator

3.1.1.1. When re-entry operations are being considered, ICs should consider designating a re-entry coordinator.

3.1.1.2. The re-entry coordinator is responsible for coordinating re-entry procedures with all involved agencies and ensuring effective communication.

3.2. Planning

3.2.1.   Planning staff

The planning staff for the re-entry phase should consider the population that will return. The evacuated area can be divided into sections or grids, which may be the best way to facilitate an orderly re-entry.

3.2.2.   Ingress and egress

Ingress and egress routes will need to be identified and manned. Traffic control devices (e.g. barricades, flares, or portable signals) may be needed to accommodate the influx of vehicular traffic.

3.2.3.   IC contingencies

Other contingencies that are deemed necessary by the IC will have to be planned before a re-entry is announced.

3.2.4.   Safety equipment

All responders, regardless of origin, should be equipped with appropriate safety equipment to assist with duty performance.

3.2.5.   Law enforcement

Law enforcement personnel should be assigned, planned for, and coordinated during the re-entry phase.

3.2.6.   Aerial survey

Following a major incident, an aerial survey of the impacted area should be conducted immediately to identify and prioritize the most seriously damaged areas, with a follow-up reconnaissance of ingress routes and subsequent hazards, such as downed power lines, that could impede returning evacuees.

3.2.7.   Utilities

Public and private utility companies should coordinate with the local public works department to identify and remove downed utility lines.

3.2.8.   Clearing teams

Clearing teams can be used immediately after the incident. A clearing team should begin the process of clearing access to critical facilities and roads to facilitate the re-entry process. Re-entry clearing teams should not be comprised of search and rescue (SAR) personnel and are only tasked with opening roads for SAR teams and damage assessment teams to gain access to areas of destruction.

3.2.9.   Critical infrastructure and key resources (CIKR)

CIKRs (e.g., hospitals, fire stations) should be re-established and returned to a functional state prior to re-entry, since returning evacuees may need to rely on these agencies for the protection, health, and welfare of the a recovering community.

3.3. Site Safety Assessments

The impacted areas must be thoroughly investigated to ensure the safety of residents as they return to their homes and that normal operations have been restored. This assessment should include verification that:

3.3.1.   Buildings, bridges, and roadways are considered and deemed safe and other potential hazards, including unsafe trees and potential landslides, have been eliminated

3.3.2.   A safety assessment has been completed

3.3.3.   There are no leaking or ruptured gas lines or downed power lines

3.3.4.   Water and sewer lines have been repaired

3.3.5.   SAR operations have been completed

3.3.6.   There are no hazardous materials that can threaten public safety or appropriate warnings have been issued

3.3.7.   Water has been deemed safe or appropriate warnings have been issued

3.3.8.   Major transportation routes are passable and debris has been removed from public right-of-ways

3.3.9.   There is no threat to public safety and other significant hazards have been eliminated

3.4. Phased Re-Entry

Re-entry can proceed as recommended based on a phased re-entry. This can limit primary access to essential personnel and help to manage the number of people entering the disaster area.

3.4.1.   Phase I

This phase allows the re-entry of agencies and groups that play key roles in restoring normal operations in the impacted area following a disaster. Phase I agencies and groups may include:

3.4.1.1. Law enforcement and security agencies (including private security for facilities and residential communities)

3.4.1.2. Urban search and rescue teams

3.4.1.3. Facility or industry emergency response teams

3.4.1.4. Debris-clearing and debris-removal crews

3.4.1.5. Infrastructure and utilities repair personnel

3.4.1.6. Official damage assessment teams, and

3.4.1.7. Other personnel at the direction of the emergency operating center (EOC)

3.4.2. Phase II

This phase allows for the limited re-entry of other critical groups, as well as residents and business owners. The local EOC in coordination with public safety personnel should determine when it is safe to begin Phase II entry. These groups may include:

3.4.2.1. Relief workers

3.4.2.2. Commodities points of distribution teams

3.4.2.3. Health and human services

3.4.2.4. Insurance agents

3.4.2.5. Management and staff for key retail stores that can assist with recovery efforts (home improvement stores, hardware stores, etc.), and

3.4.2.6. Hotel or motel staff (to prepare for the receiving of state and federal relief agencies)

3.4.3. Phase III

This phase allows for the limited re-entry of only those residents who can prove they live, own, rent, lease, or otherwise need access into the restricted areas.

3.4.3.1. If the impacted area cannot support the return of evacuated residents, temporary housing may be established in non-impacted areas near the disaster area.

3.4.3.2. State, county, tribal, and city authorities, in accordance with state, tribal, and local emergency plans and procedures, will make decisions and coordinate the location and operation of temporary housing facilities.

3.5. Checkpoints and Routes

3.5.1.   Evacuees will return to the area following primary and secondary evacuation routes.

   3.5.1.1. Pre-established traffic control points and credentialing should be considered to verify residents or workers who have a need to re-enter a restricted area.

   3.5.1.2. Personnel with law enforcement authority are responsible for establishing and staffing access and checkpoints for re-entry into their locality.

3.5.2.   The public should be notified of the re-entry status through emergency broadcast radio, television, press releases, the Internet, informational phone lines (e.g. 2-1-1), community briefings, and informational updates at shelters.

3.5.3.   Once evacuees are permitted to return, it is important that procedures be established to properly identify residents and critical support personnel, as well as ensure the legitimacy of contractors, insurance adjustors, and other personnel. Personnel with law enforcement authority should staff re-entry points.

3.5.4.   Coordination of transportation resources is necessary to effectively return evacuees that require transportation assistance from evacuation points or shelters back to their communities. The local EOC, public works, and law enforcement should coordinate and establish traffic management plans for the return of evacuees, which must include the identification of preferred travel routes.

3.5.5.   No one can legally stop someone from leaving a shelter. However, when people leave the shelters and return to their homes, there is a potential that people with disabilities and others with access and functional needs may not be able to enter their homes, especially if required ramps or other means of access have been destroyed.

   3.5.5.1. Due to these considerations, short-term housing should be identified that can accommodate those individuals that need additional assistance.

   3.5.5.2. Potential sites could be hotels, motels, apartment buildings, or portable trailers with ramps. It is also important that these temporary housing sites are located in proximity to necessary support networks.

   3.5.5.3. Relief agencies (e.g. the American Red Cross and public health departments) also need to work closely with residents to provide accessible information material and assistance.

3.5.6.   Each local EOC will be responsible for making the determination that re-entry has been completed for its jurisdiction. Sharing this re-entry completion information among affected jurisdictions and the SEOC is recommended.

3.6. Identification Procedures/Credentialing

3.6.1.   Identification procedures are intended to provide guidance for law enforcement personnel who may be directing access to disaster-impacted localities.

3.6.2.   Residents should have proper identification, such as a driver's license, utility bills, proper tax receipts, or a document that proves they reside within the affected area. If, however, residents are unable to produce identification, a procedure should be established to assist returning evacuees whose identification may have been destroyed, lost, or stolen during the evacuation.

3.6.3.   Relief workers and business owners should have a company identification card.

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Attachment 4

Suggested Items to Take During an Evacuation

Suggested Items to Take During an Evacuation

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1. Overview

It is important for individuals, families, and whole communities to prepare for possible disasters and other emergencies.

1.1. Considerations

1.1.1. Disaster can strike suddenly and those who take responsibility for their own safety will reduce the burden on themselves and first responders.

    1.1.1.1. Do not rely on one person to provide assistance in an emergency.

    1.1.1.2. Build a support team that includes several people.

    1.1.1.3. People possessing written emergency health information enables rescuers and others to access information about individuals who may be unable to communicate this information should include:

        (1) Medications

        (2) Allergies

        (3) Equipment (e.g., model and serial numbers of hearing aids, pacemakers, communication devices, wheelchairs, and batteries)

        (4) Communication limitations

        (5) Current treatments

        (6) Medical providers

        (7) Important contact people.

1.1.2. A checklist[1] of items that can be kept in an easy-to-carry emergency preparedness kit can be found on Ready.gov.

    1.1.2.1. ReadyWisconsin and many local public relations campaigns offer similar guidance to address the needs of the population and the hazards for which to prepare.

1.1.3. Clear direction and information should be made available and coordinated with local media, nongovernmental organization public affairs, and elected officials when communicating with the public about the conditions, space restrictions, and expectations of the evacuation process.

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[1] *For more information on suggested items to consider for evacuation, visit http://www.ready.gov/. Also see http://www.ready.gov/build-a-kit.*

1.1.3.1. Evacuees and response personnel receiving evacuees should have clear instructions about what should be brought or not brought and how these resources will be handled.

1.1.3.2. Planners should remember that resources brought with evacuees might have to be left at pick-up points (PUPs) if space is not available.

1.1.3.3. Plannes should consider how to handle bulky items, valuables, personal firearms, durable medical equipment, infant and child supplies (e.g., toys, special food, sanitation items), luggage, and pet supplies.

2. Evacuation Kits

2.1. Situational Kits

Evacuation kits can be prepared for different places and situations such as:

2.1.1. A carry-on or fanny pack kit for only the most essential items.

2.1.2. A grab-and-go kit if someone needs to leave home in a hurry.

2.1.3. A home kit with all that someone needs to be self-sufficient for days at home or at an evacuation point (EP).

2.1.4. A bedside kit for use if someone is trapped in or near their bed and unable to move about their home.

2.2. Suggested Items

The following is a list of information that evacuees should have ready and with them when they evacuate.

2.2.1. Identification[2]

2.2.1.1. Identification cards that can be pinned to clothing or hung around the neck at the time of evacuation.

2.2.1.2. People with disabilities and others with access and functional needs should carry identification cards containing the following:

(1) Personal information, such as name and address.

(2) Emergency contact information.

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[2] *Federal Highway Administration. (2009). Evacuating Populations with Special Needs. Author: Washington, DC. Available from: http://ops.fhwa.dot.gov/publications/fhwahop09022/sn1_overview.htm.*

(3) Specific medical needs.

(4) Required medication.

2.2.2. Water

At least a three to seven-day supply of one gallon of water per person per day.

2.2.3. Food

Nonperishable, easy-to-prepare, canned, or packaged foods (e.g., dried fruit, nuts, high-energy foods).

2.2.4. Personal items

2.2.4.1. Toothbrush, toothpaste, and denture adhesive, if necessary

2.2.4.2. Deodorant

2.2.4.3. Soap

2.2.4.4. Mini sewing kit

2.2.4.5. Feminine supplies

2.2.4.6. Sunscreen

2.2.4.7. Shampoo

2.2.4.8. Tissue (also used as toilet paper)

2.2.4.9. Pre-moistened towelettesMedical

2.2.5.1. Medications in their original bottles (at least a seven-day supply)

2.2.5.2. List of current prescriptions and dosage

2.2.5.3. Copy of medical cards and medical records

2.2.5.4. Doctor's name and contact information

2.2.5.5. Medical consent forms for dependents

2.2.5.6. Extra glasses or contact lenses

2.2.5.7. First-aid kit and handbook

2.2.5.8. Emergency blanket

2.2.5.9. Examination gloves (non-latex)

2.2.5.10. Medical equipment and devices, including supplies specific to people with disabilities and others with access and functional needs, such as:

(1) Dentures

(2) Crutches

(3) Prosthesis

(4) Syringes

(5) Colostomy bags

(6) Catheters

(7) padding

2.2.6. Baby items

Diapers, formula, food, and change of clothing.

2.2.7. Vital documents

2.2.7.1.   Driver's license or photo identification

2.2.7.2.   Passport

2.2.7.3.   Deeds, titles, marriage license, and birth certificates

2.2.7.4.   Insurance information and policies

2.2.7.5.   Most recent tax returns

2.2.7.6.   Social security cards

2.2.7.7.   Government programs or services information and eligibility documents (e.g., Veterans Affairs)

2.2.7.8.   Will

2.2.7.9.   Family photos, including service animals and household pets

2.2.8. Other

2.2.8.1.   Car keys and a key to the location an individual is traveling to (e.g., a friend or relative's home)

2.2.8.2.   Emergency cash (small bills), checks, and credit cards

2.2.8.3.   A list of out-of-state contacts

2.2.8.4.   Solar, hand-crank, or battery-powered flashlight, batteries, spare bulbs, and light sticks

2.2.8.5.   Solar, hand-crank, or battery-powered portable radio and batteries

2.2.8.6.   Dust mask

2.2.8.7.   Manual can opener

2.2.8.8.   Matches

2.2.8.9.   Pocket knife or multipurpose tool

2.2.8.10. Whistle (to alert rescuers)

2.2.8.11. Sturdy work gloves

2.2.8.12. Heavy plastic garbage bags for tarp, poncho, and waste

2.2.8.13. Sealable, gallon-size plastic bags

2.2.8.14. 200-pound test nylon line

2.2.8.15. Sturdy shoes

2.2.8.16. Change of socks

2.2.8.17. Comfortable, warm change of clothing

2.2.8.18. Blanket or sleeping bag

2.2.8.19. Local maps

2.2.8.20. Non-perishable, canned, or packaged foods (e.g., dried fruit, nuts, and high-energy foods)

2.2.8.21. Bottled water

2.2.8.22. Comfort items (e.g. writing materials, cards, teddy bears, and games)

2.2.8.23. Pet care items, such as food, identification, carrier or cage, immunization records, muzzle or leash, and a recent photo

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Wisconsin Emergency Response Plan

Radiological Nuclear Annex

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Agriculture, Trade & Consumer Protection (DATCP) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs (DMA) Department of Justice (WI DOJ)
Non-Governmental Support Organizations	American Red Cross (ARC)
Federal ESF Coordinating Agencies	Department of Energy (DOE) Department of Homeland Security (US DHS) Environmental Protection Agency (EPA) Federal Bureau of Investigation (FBI) National Aeronautics and Space Administration (NASA) Nuclear Regulatory Commission (NRC) Department of Agriculture (USDA) Department of Commerce (US DOC) Department of Defense (DOD) Department of Health and Human Services (HHS) Department of Housing and Urban Development (HUD) Department of the Interior (DOI) Department of Justice (US DOJ) Department of Labor (US DOL) Department of State (DOS) Department of Transportation (US DOT) Department of Veterans Affairs (USDVA) General Services Administration (GSA) National Weather Service (NSW)

1. Introduction

1.1. Purpose

The Nuclear/Radiological Incident Annex provides an organized and integrated capability for a timely, coordinated response by the State of Wisconsin to incidents involving nuclear or radioactive materials that are not covered in the State of Wisconsin's emergency support function (ESF) 10. The US DHS is responsible for the overall federal coordination of all actual and potential terrorist incidents, major disasters, and other emergencies involving nuclear materials. The DOE and DOD are responsible for coordinating the federal response to nuclear incidents involving transportation of materials they own in accordance with their respective plans. This annex describes how WEM coordinates the overall response to a nuclear/radiological incident at nuclear power plants, transportation accidents, and terrorist incidents at nuclear power plants or

involving radiological dispersal devices (RDDs) or improvised nuclear devices (INDs) as set forth in 44 CFR Part 350 with criteria and recommendations contained in NUREG-0654/FEMA-REP-1.

This plan's objectives are to ensure that the state's response to a radiological incident will, (a) mitigate or reduce, to the extent practical, any radiological risk or consequence as early as possible, (b) prevent or reduce adverse health effects, both short term and long term to the general public, (c) guide and monitor the actions of emergency responders to minimize radiation exposure, and (d) operate in concert with any simultaneous local, state, or federal response that may be in progress.

1.2. Scope

This annex applies to nuclear/radiological incidents, including sabotage and terrorist incidents, involving the release or potential release of radioactive material that poses an actual or perceived hazard to public health, safety, national security, or the environment. This includes terrorist use of RDDs or INDs as well as reactor plant accidents, lost radioactive material sources, and transportation accidents involving nuclear/radioactive material. The level of the state's response to a specific incident is based on numerous factors, including the ability of local and tribal officials to respond; the type and/or amount of radioactive material involved; the extent of the impact or potential impact on the public and environment; and the size of the affected area.

This annex:

1.2.1. Describes the response and operational concepts for the state's response to any nuclear/radiological incident, including a terrorist incident that has actual, potential, or perceived radiological consequences within the State of Wisconsin.

1.2.2. Acknowledges the unique nature of a variety of nuclear/radiological incidents and the responsibilities of state, local, and tribal governments to respond to them.

1.2.3. Specifies the roles and responsibilities of state, local, and tribal agencies for preventing, preparing for, responding to, and recovering from nuclear/radiological incidents.

1.2.4. Includes guidelines for notifying the public and state officials of the state's response efforts and activities, coordination of public information, and congressional relations.

1.2.5. Provides protocols for requesting state and federal government resources and expertise to respond to radiological incidents. These resources and expertise include, but are not limited to:

    1.2.5.1   Wisconsin Department of Health Services/Radiation Protection Section (WI DHS/RPS), which provides the technical expertise to WEM on radiological matters;

    1.2.5.2   The Federal Radiological Monitoring and Assessment Center (FRMAC), established at or near the scene of an incident to coordinate radiological assessment and monitoring; and

1.2.5.3   The Federal Advisory Team for Environment, Food, and Health (known as "the Advisory Team"), which provides expert recommendations on protective action guidance.

1.3. Policies

1.3.1. WEM coordinates the overall state response to radiological incidents with WI DHS and FEMA, and terrorist incidents with WI DHS, WI DOJ and US DHS.

1.3.2. WEM coordinates their efforts with US DHS, as the overall incident manager for terrorism incidents at a nuclear power plant.

1.3.3. Support agencies are responsible for supporting the state's response to nuclear/radiological incidents as requested by WEM and outlined in their respective ESFs.

1.3.4. The State of Wisconsin uses the Multi-Agency Coordination System to coordinate its response. It will have at least one representative as part of the Unified Command System (if one is established) to coordinate the overall response to the incident or any other structure consistent with the National Incident Management System (NIMS) that is capable of providing the required support to work with the federal government and the affected local or tribal governments.

1.3.5. The Federal Bureau of Investigation (FBI) has lead responsibility for criminal investigations of terrorist acts or terrorist threats, and for coordinating activities of other members of the law enforcement community to detect, prevent, preempt, investigate, and disrupt terrorist attacks against the United States, including incidents involving nuclear/radioactive materials.

1.3.6. When the concept of operations in this annex is implemented, state agency plans that address nuclear/radiological incident management are incorporated as supporting plans and/or operational supplements.

1.3.7. State agencies are authorized to respond directly to certain incidents affecting public health and safety which are consistent with their legal obligations and authorities, and consistent with their roles in the respective ESFs.

1.3.8. The owner/operator of a nuclear/radiological facility is primarily responsible for providing notification and appropriate protective action recommendations to state, local, or tribal government officials, and minimizing the radiological hazard and consequences of an incident to the public. The owner/operator has primary responsibility for actions within the facility boundary and may also have responsibilities for response and recovery activities outside the facility boundary under applicable legal obligations (e.g. contractual, letter of agreement, Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)).

1.3.9. State, local, and tribal governments are responsible for determining and implementing measures to protect life, property, and the environment in areas outside the facility

boundary or incident location. This does not relieve the nuclear/radiological facility or material owners/operators from any applicable legal obligations.

1.3.10. State, local, and tribal governments and owners/operators of nuclear/radiological facilities or activities may request assistance directly from the appropriate federal agency and/or state governments with which they have pre-existing arrangements or relationships (e.g. the Emergency Management Assistance Compact (EMAC)).

1.3.11. Response to nuclear/radiological incidents affecting land owned by the federal government is coordinated with the agency responsible for managing that land to ensure that incident management activities are consistent with federal statutes governing use and occupancy. Tribal lands are sovereign nations; therefore federal, state, and local governments may have limited or no authority on these lands. Participating state and federal agencies may take appropriate independent emergency actions within the limits of their statutory authority to protect the public, mitigate immediate hazards, and gather information concerning the emergency.

1.3.12. The state, local, and tribal organizations provide their own logistical support consistent with interagency plans. State, local, and tribal governments are encouraged to coordinate their efforts with the federal government but maintain their own logistical support, consistent with applicable authorities and requirements.

1.3.13. For radiological incidents involving a nuclear weapon, special nuclear material, or classified components, the agency with custody of the material (DOD, DOE, or NASA) may establish a National Defense Area (NDA) or National Security Area (NSA). NDAs and NSAs are established to safeguard classified information or restricted data, or equipment and material, and place non-federal lands under federal control for the duration of the incident. In the event that radioactive contamination occurs, federal officials coordinate with state and local officials to ensure appropriate public health and safety actions are taken outside of these designated areas.

1.4. Planning Assumptions

1.4.1. Radiological incidents may not be immediately recognized as such until the radioactive material is detected, or the effects of radiation exposure are manifested in the population.

1.4.2. Acts of terrorism may occur with or without warning and attacks may occur simultaneously at multiple locations. These attacks may not be immediately recognizable as terrorism by emergency responders.

1.4.3. An act of radiological terrorism, particularly an act directed against a large population center within the United States, will have major consequences that can overwhelm the capabilities of the state, local, or tribal governments to respond and may seriously challenge existing federal response capabilities.

1.4.4. A radiological incident may include chemical or biological contaminants, which may require concurrent implementation of the National Contingency Plan (NCP) or other state plans and procedures.

1.4.5. An incident involving the potential release of radioactivity may require implementation of protective measures for the public and emergency workers.

1.4.6. An expeditious state and federal response is required to mitigate the consequences of the nuclear/radiological incident. Significant radiological incidents will likely trigger implementation of the WERP and National Response Framework (NRF) Nuclear/Radiological Incident Annex.

2. Concept of Operations

2.1. General

2.1.1. This concept of operations is applicable to potential and actual radiological incidents requiring state coordination with local and tribal governments as well as federal agencies.

2.1.2. This annex identifies resources and responsibilities for agencies that will respond to incidents involving radioactive materials, including those at the Byron, Point Beach or Prairie Island nuclear plants. The Zion, Kewaunee, and Genoa plants are no longer operational, but there is still enough radiological material on site to necessitate planning and some protective actions.

2.2. Types of Incidents and Events

2.2.1. Nuclear Power Plant Incidents and Events

2.2.1.1 Wisconsin has planning and response requirements for six nuclear power plants:

- *Kewaunee Power Station located in Carlton, WI (non-operational, spent fuel only)*

- *Point Beach Nuclear Plant located in Two Creeks, WI*

- *Prairie Island Nuclear Generating Plant located in Welch, MN*

- *Byron Nuclear Power Station located in Byron, IL (ingestion only)*

- *La Crosse Boiling Water Reactor located in Genoa, WI (non-operational, spent fuel only)*

- *Zion Nuclear Power Station located in Zion IL (non-operational, spent fuel only)*

2.2.1.2 WEM is the lead state agency for off-site planning and response for one nuclear power plant located within its boundaries.

- *Both the 10-mile Emergency Planning Zone (EPZ), and the 50-mile Ingestion Planning Zone (IPZ) for Point Beach are entirely within the State of Wisconsin.*

2.2.1.3   WEM shares responsibility for planning and response with the States of Minnesota and Illinois for their respective nuclear power plants.

- *The Prairie Island EPZ and IPZ extend into Wisconsin.*

- *A small portion of the Byron IPZ extends into Lafayette, Rock, Green, and Walworth counties.*

- *During an emergency at either of these two plants, the response would be coordinated with the state emergency management agency in which the plant resides, as outlined in the appropriate memorandum of agreement (MOA).*

2.2.2.   Nuclear Power Plant Phases

There are typically three common phases with all nuclear power plant incidents. Each phase is based on the actions taken in response to the incident.

2.2.2.1   The Early Phase (also called the Plume or Emergency Phase) occurs at the beginning of a nuclear power plant accident involving a release of radioactive material into the atmosphere. Protective actions are taken to reduce possible exposure, but doses may accrue in this phase from deposition and inhalation of radioactive material.

2.2.2.2   The Intermediate Phase, which includes the ingestion and relocation phases, begins after the source of the radioactive release has been brought under control and reliable environmental measurements are available. Doses may accrue in this phase from deposition, re-suspension, and ingestion of radioactive material.

2.2.2.3   The Late Phase (also called the Recovery Phase) begins when actions are taken to reduce radiation levels in the environment to acceptable levels that will allow inhabitants unrestricted use of the area.

- *During the recovery phase, all responding agencies will support continuing operations with equipment and staff.*

2.2.3.   Exercise and Drill Policy

The State of Wisconsin negotiates a comprehensive exercise schedule (e.g., dates, participation level) for each eight-year cycle with FEMA Region V.

2.2.3.1   The state fully participates in an exercise with at least one of its nuclear power plants each year and conducts a full-participation ingestion exercise in each eight-year cycle.

2.2.3.2   Counties fully participate in each exercise.

2.2.3.3   The state, counties, and utilities select the criteria that will be evaluated and create exercise scenarios that meet FEMA's published demonstration requirements.

2.2.3.4   Monthly drills test communications between the nuclear facility and state and county EOCs.

2.2.3.5   Other drills and training events are submitted to FEMA Region V via the Annual Letter of Certification (ALC).

2.2.4. Potassium Iodide (KI) Policy

This policy covers the acquisition, distribution, and use of KI in the plume EPZ (10 radial miles surrounding each plant) for the Point Beach and Prairie Island nuclear power plants.

2.2.4.1   KI is a stable form of iodine that can be used to saturate the thyroid gland and block the uptake of radioactive iodine.

2.2.4.2   KI is used when an exposure to radioactive iodine is thought likely to occur or radioactive iodine has been positively identified in the environment.

2.2.4.3   The state radiological coordinator (SRC) has the legal authority to authorize and direct the timely and appropriate dispensing and use of KI.

- *General Public*

  (1) The primary means of protecting the general population in the event of a nuclear power plant emergency is evacuation.

  (2) Detailed information and tables on the evacuation of the general public, schools, and persons with disabilities and functional needs are available in each of the utilities' Evacuation Time Estimates (ETE) studies.

  (3) Current policy does not provide for the statewide stockpiling and distribution of KI to the general population, but it does support the limited pre-distribution of KI to the general population within any local jurisdiction within the EPZ which specifically requests that KI be available to its general population.

- *Emergency Workers and Immobile Populations*

  (1) KI will be made available to emergency workers and immobile populations within the EPZ, in the event of a release of radioactive iodine, upon recommendation from the SRC.

  (2) The SRC will authorize and direct the timely and appropriate dispensing of KI.

- *The RPS SRC will recommend that county health officials authorize the dispensing of KI to emergency workers and immobile populations.*

(1) The primary protection of the general public is anticipated to be by early evacuation or sheltering in place, however, KI may be distributed to immobile populations and other persons with special needs where evacuation is not practical or cannot be done in a timely manner.

(2) RPS utilizes all appropriate federal guidance regarding appropriate dosage and exposure limits.

(3) It is recognized that possible side effects may occur from the consumption of KI. When recommended, the consumption of KI shall be voluntary and not mandatory on the part of the individual.

(4) The state, its legal subdivisions and the administering physicians or other health professionals shall not be held liable in the event of any adverse physical reaction from the consumption of KI.

(5) All individuals receiving KI shall be requested to sign a release form. County health officials are responsible for maintaining accurate records of KI doses administered to emergency workers.

(6) Resident physicians or other health professionals are responsible for maintaining dose records for the immobile population and service workers in institutions within the EPZ affected by a radioiodine release.

2.2.5. The state has issued an initial three-day supply of KI to the risk counties for emergency workers.

(1) These supplies are stockpiled in facilities designated in each risk county's plan.

(2) The counties develop plans for distribution from the county stockpile.

(3) Initial re-supply in the event of an extended emergency shall be provided from sources within the county or the state, if available.

(4) The state will assist by securing additional supplies from other risk counties or from pharmaceutical supply houses to ensure the provision of sufficient additional doses of KI to meet local needs.

2.2.6. Non-nuclear Power Plant Incidents and Events

2.2.6.1 Non-nuclear power plant incidents that involve radiological materials will, as required by state statute, primarily be handled by local responders acting with direction from the RPS staff.

- *RPS will ensure that the WEM duty officer (DO) is notified of any transportation incidents involving radiological materials.*

- *If the WEM DO receives the first notification from the local responders, he/she will immediately notify RPS using the standard operating guidelines (SOG) found in the DO Manual, Hazardous Materials and Spills SOG 2-30.*

- *If the incident response escalates to a level that additional state resources are required, the WEM DO will be advised by RPS or WEM management to elevate the state emergency operations center (SEOC) and make appropriate notifications.*

- *The DO will work with the WEM Administrator to meet requests via procedures outlined in this appendix and elsewhere in the State Emergency Operations Plan (SEOP).*

2.2.6.2   Radiological Transportation

- *WEM is the Governor's designated point of contact for notification of radioactive waste and spent fuel shipments that travel through the state.*

    (1) The initial shipment notification is received by the WEM Administrator and then forwarded to the REP Section Staff.

    (2) The REP Section Staff will then be advised to follow the Wisconsin Radiological Transportation Notification Process.

    (3) As part of the Wisconsin Act 137, if a radiological shipment is classified as a Highway Route Controlled Quantity (HRCQ) then it must obtain a radiological transportation permit from WisDOT and an armed escort is required.

- *In the event of a transportation accident involving one of these shipments, local responders would be the first to respond.*

    (1) Local responders are trained to recognize placards and labels indicating hazardous or radiological materials.

    (2) When these warnings are recognized, local responders will contact their Regional Hazardous Material Response System Team or the WEM DO.

    (3) The DO will contact the RPS SRC.

        - *The RPS may deploy a team to the incident site to survey the shipment to determine if the package was compromised in the incident.*

        - *They will also survey the people, vehicles, and environment to determine if there has been any contamination.*

2.2.7. Hostile Actions

Terrorist incidents are any violent acts dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian

population, or any segment thereof, in furtherance of political or social objectives. Terrorist activities addressed in this annex are specific to deliberate attacks on a nuclear plant, or the detonation of an RDD.

2.2.7.1 Notifications of these incidents would occur through the communication systems already in place, as described in ESF 2.

2.2.7.2 If the nuclear plant were incapacitated, notification could come from several other sources, local law enforcement, local emergency management, WI DOJ, or the Nuclear Regulatory Commission (NRC).

2.2.7.3 All appropriate ESF's would be activated in the SEOC, and the WI Homeland Security Council (HSC) and Joint Terrorism Task Force (JTTF) would convene.

2.2.7.4 WEM would deploy regional staff to the affected county EOC's and request that our Emergency Police Services (EPS) Deputy be positioned at the Incident Command Post (ICP).

2.2.7.5 Response to a radiological terrorist incident would differ from the response to other radiological incidents in the following ways:

- *Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) would have a more prominent role as they would serve as the state liaison with federal investigative and intelligence agencies. WSIC analyzes suspicious incidents relating to homeland security issues and shares related information with state, local, and tribal governments.*

- *The site of any terrorist attack becomes a crime scene as well as an incident site. Law enforcement agencies will need to preserve and collect evidence while emergency responders perform the same types of duties they would perform in other emergency situations.*

- *A joint information center (JIC) would be established but with a local and federal law enforcement presence in addition to state and local Public Information staff. The FBI would review all media releases before they are issued.*

- *Protective actions for radiological incidents are usually formulated and recommended by the state to the counties. For terrorist incidents, situational information from local law enforcement would be required before any protective actions could be implemented.*

3. Responsibilities and Tasks-Response

3.1. Notification and Mobilization

3.1.1. Point Beach Nuclear Plant

3.1.1.1   State and county emergeny management agencies use standardized forms to expedite communicating information.

3.1.1.2   EMNet is the primary means for notification and communication during an incident.

- *It is a dedicated system that uses the internet as Primary and Satellite as an automatic backup.*

- *This system provides a secure, dedicated communications between the affected plant, county, and state responders.*

- *The code for each location and call groups is in the State Emergency Operations Plan (EOP) Telephone Directory. User priorities for EMNet are:*

    (1) Siren activation

    (2) Incident Notification/Protective Action Recommendation (PAR) Upgrade

    (3) Status Update

    (4) General Information/Coordination

3.1.2.   Prarie Island Nuclear Generating Plant

3.1.2.1   NXT Communicator is the notification system used by Prairie Island to notify Wisconsin, Minnesota, and the affected counties of an incident at the facility.

- *The system sends an email of the standardized notification form to each notification point (i.e. WEM Central Office, Pierce County, and Wisconsin Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)) and then follows up with a phone call to all notification points.*

- *NXT Communicator is used for notification only and can be transferred to another location if the Emergency Operations Center (EOC) relocates.*

- *The National Warning System (NAWAS) is used by Prairie Island as a backup to the NXT Communicator notification system.*

3.1.2.2   Byron and Zion Nuclear Power Plants

- *The State of Illinois notifies WEM of any incidents via commercial telephone lines.*

    (1) Byron is an ingestion pathway risk only for Wisconsin.

    (2) Zion is not operational and cannot have an incident that exceeds an Alert classification.

3.1.2.3   La Crosse Boiling Water Reactor (Genoa) and Kewaunee Power Station

- *The plants notify WEM of any incidents via commercial telephone lines.*

(1) Genoa and Kewaunee are not operational and are considered a storage facility only. The plants cannot have an incident that exceeds an Alert classification.

3.1.2.4 All nuclear power plants affecting Wisconsin also use commercial telephone lines, cellular, and facsimile machines as back-up communications.

- *During business hours the REP Section receives notification and subsequently notifies the DO and SRC.*

- *During non-business hours and holidays State Patrol receives notification and subsequently notifies the DO and SRC. The DO and SRC will respond per the procedures in the WEM Duty Officer Manual, SOG 2-20.*

- *Telephone numbers are updated quarterly, by the REP Section, via the State's incident management software alert groups and by handing out the telephone directory for updates at quarterly UPC meetings. The REP Section is responsible for maintaining and updating REP related contact information.*

- *The state will partially or fully elevate its EOC as directed by the WEM Administrator or Senior Duty Officer (SDO) based on information supplied by the nuclear power plant and the SRC, who are continually assessing the situation and the potential for escalating to a higher emergency classification level (ECL).*

  (1) Unusual Event

  - *WEM Administrator/SDO and SRC are notified; the DO monitors the situation.*

  - *State Public Information staff may be dispatched to the EOC or JIC.*

  - *For an Unusual Event, the SEOC is NOT elevated unless the SRC specifically recommends it.*

  (2) Alert

  - *WEM Administrator/SDO, SRC and FEMA Region V are notified.*

  - *The SEOC is automatically elevated at the ALERT and the WEM Administrator/SDO determines to what level (partial or full).*

  - *The SRC determines if radiological monitoring teams are to be activated and dispatched to the scene.*

  - *State Public Information staff may be dispatched to the JIC.*

  (3) Site Area Emergency

  - *The WEM Administrator/SDO, SRC and FEMA Region V are notified.*

  - *The SEOC is fully elevated.*

- *State Public Information staff is dispatched to the JIC.*

- *The Radiological Monitoring Teams are activated and dispatched to the affected county(s).*

(4) General Emergency

- *The WEM Administrator/SDO, SRC, and FEMA Region V are notified.*

- *The SEOC is fully elevated.*

- *State Public Information staff is dispatched to the JIC.*

- *The Radiological Monitoring Teams are activated and dispatched to the affected county(s).*

3.1.3. The WEM Administrator or designee coordinates the state's response to a nuclear power plant incident from the SEOC with other state, federal, local, and tribal agencies.

    3.1.3.1   SEOC activities are outlined in the SEOC Position Manuals.

    3.1.3.2   If the SEOC is not yet operational and circumstances at the plant require an immediate Protective Action (i.e., evacuation or shelter in place) of the population in all or part of the EPZ, the sheriff, incident commander, or other designated county official may implement either the utility PAR or the default PAR (whichever is most conservative) without coordination with the state or other affected county.

3.1.4. If adjacent states are affected and it is mutually agreeable:

    3.1.4.1   The state may send a liaison to the other affected state's EOC.

    3.1.4.2   An SRC liaison may be sent to the affected plant's Emergency Operations Facility (EOF).

3.1.5. ECL's are determined by plant personnel, transmitted to the WEM DO or to the SEOC, verified by callback by the SRC, and then become the basis for state, local, and tribal government offsite response.

3.1.6. The state reserves the discretion to initiate offsite response, regardless of ECL, based on its independent assessment of data provided by plant authorities, offsite field conditions, meteorological data, and state and local emergency response capabilities.

3.1.7. Offsite response decisions and PARs are based on the EAL, which is the basis for the ECL declaration. Based on the EAL and off-site conditions, the SEOC Manager, SRC, and counties concur on the off-site response or PAR.

    3.1.7.1   The response can be all or any combination of response activities for the ECL.

3.1.7.2   Protective actions or assistance needed for evacuation routes and/or transportation for onsite individuals at Point Beach Nuclear Plant are supported by Manitowoc County.

3.1.7.3   Prairie Island Nuclear Generating Plant is provided assistance with evacuation routes and/or transportation by Minnesota.

3.1.8.   Protective Action Recommendation (PAR) Procedure:

3.1.8.1   Point Beach Nuclear Power Plant

- *Upon official notification of the utility PAR, the state agrees to implement the utility PAR unless either of the following occurs:*

    (1) The SRC determines that the utility PAR is inconsistent with data provided by the utility or with current meteorological data and can develop an alternate PAR within five minutes. The SRC then recommends the utility PAR or the alternate PAR to the SEOC Manager.

    (2) At the time the SEOC Manager/Ops is seeking concurrence from the affected counties, one of the counties has extenuating circumstances and wishes to implement a more conservative PAR. Any changes of the SRC recommended PAR will be coordinated by WEM Operations staff.

    - *Note: The initial minimum PAR for the Point Beach plant is evacuation in all sectors out to five miles.*

    (3) Once the PAR is agreed upon by both the state and the affected counties and is approved by the WI Governor's Designee, the SEOC Manager acknowledges that the PAR is now a Protective Action Decision (PAD).

    (4) WEM Operations coordinates with the affected counties to select the appropriate EAS message and set the time to sound the sirens.

    (5) The counties send the pre-scripted EAS message and Special News Bulletin to the EAS station(s).

    (6) The stations broadcast the messages immediately after the sirens are sounded.

    (7) The same procedure is followed for changes and updates to PARs.

3.1.8.2   Prairie Island Nuclear Generating Plant

- *Upon official notification of the utility Protective Action Recommendation (PAR), both states agree to implement the utility PAR unless either of the following occurs:*

    (1) The SRC or Minnesota Planning Assessment Chief (PAC) determine that the utility PAR is inconsistent with data provided by the utility or with current

meteorological data and can develop an alternate PAR within five minutes. The SRC and PAC then recommend the utility PAR or the alternate PAR to the WI SEOC Manager and the State of Minnesota's State Incident Manager (SIM) respectively.

(2) At the time the SEOC Manager or SIM is seeking concurrence from the affected counties, one of the counties has extenuating circumstances and wishes to implement a more conservative PAR. Coordination of any change of the SRC/PAC recommended PAR will be handled by WEM Operations and the State of Minnesota's Homeland Security and Emergency Management (HSEM) Operations.

(3) Once the PAR is agreed upon by both states and the affected counties and approved by the Minnesota Governor's Authorized Representative and Wisconsin Governor's Designee, the SIM and SEOC Manager acknowledge that the PAR is now a Protective Action Decision (PAD) and set the time for the sounding of the sirens.

(4) The State of Minnesota will initiate siren coordination and broadcast EAS messages for the area surrounding the 10-mile EPZ on behalf of Dakota and Goodhue Counties in Minnesota and Pierce County, Wisconsin.

3.2. Emergency Public Information

3.2.1. On an annual basis, the offsite response organizations and the utilities work collaboratively to develop and distribute public information products that cover emergency planning guidance information.

   3.2.1.1   Populations that reside within the Point Beach 10-mile EPZ receive this information annually via mailed post card that is supplemented by an informational webpage. In addition, a visitor/transient brochure is distributed to transient populations, businesses, schools, and recreational areas in the EPZ.

   3.2.1.2   Populations that reside within the Prairie Island 10-mile EPZ receive this information annually via mailed guide. In addition, a visitor/transient brochure is distributed to transient populations, businesses, and recreational areas in the EPZ.

3.2.2. During an emergency, priority information is released to the public via media advisories and pre-scripted Emergency Alert System (EAS) messages.

   3.2.2.1   Media advisories include "First Notice" of the NPP incident, a "Livestock Advisory," and "School Evacuations".

   3.2.2.2   EAS messages and Special News Bulletins provide instructions to the public about Protective Action Decisions (PADs) and how to implement them.

- *The appropriate EAS message is broadcast to the public by the counties using their Public Alert and Notification Systems.*

- *The information contained in the EAS messages and any additional information needed by the public is disseminated via media releases and media briefings.*

3.2.3. JIC

    3.2.3.1   The JIC locations for NPPs are:

- *Prairie Island Joint Information Center*

- *The State of Minnesota*

- *Homeland Security and Emergency Management*

- *State Emergency Operations Center*

- *Town Square*

- *444 Cedar Street*

- *St. Paul, MN*

- *JIC Suite 223*

- *Media Briefing Room Suite 155*

-

- *Point Beach Joint Information Center*

- *3060 Voyager Drive*

- *Green Bay, WI*

    3.2.3.2   JIC phone lists for NPP incidents can be found in the SEOC Operations Manual located in the SEOC.

    3.2.3.3   Public information and JIC operations are detailed in ESF 15 – External Affairs.

    3.2.3.4   Public information officers (PIOs) and support staff have access to the entire JIC and security is the responsibility of the hosting entity.

    3.2.3.5   The state's JIC staffing for a NPP incident may include a lead PIO, assistant PIO, Emergency Management and Radiological Health Technical Advisors and one or more support staff.

3.2.4. The public will be provided via press release with a public inquiry "hotline" phone number, at a time deemed appropriate, and will be instructed to use this number for all questions regarding incidents at NPPs.

    3.2.4.1   Phone numbers used for public inquiry are pre-established and published in the annual Emergency Planning Guides.

3.2.4.2   Identified rumors will be logged and passed onto the appropriate agency for response.

- *Rumors may be addressed through media releases, briefings, or by individual contact.*

- *Rumors will not be addressed through EAS broadcasts unless the rumor(s) interferes with protective actions.*

3.2.5. The state works with the utilities and counties to conduct a coordinated yearly program to acquaint the media with their emergency plans, information concerning radiation, and points of contact for release of public information.

3.2.5.1   The program includes the annual mailing to the media in the form of a media packet which includes the locations of the JIC for that plant, names and contact information for the plant, county and state PIOs, public inquiry numbers, a description of each organization's duties and responsibilities, and general information about radiation.

3.2.5.2   The packet also includes the annual Emergency Planning Guides and visitor/transient brochure which are distributed to residents, businesses, and recreational areas in the EPZ.

- *Although not required, the Point Beach Emergency Planning Guide information is also translated in Spanish and Hmong and can be found on their website.*

3.2.5.3   Additional mailings to local media occur throughout the year as special mailings, inviting the media to participate/observe in exercises or training events.

3.2.6. Ingestion Information

The state publishes and distributes information for protecting the public and livestock from ingesting contaminated food, feed and water within a 50-mile radius (the IPZ) of each nuclear power plant.

3.2.6.1   This information is included in the plants' annual Emergency Planning Guides and in the state's ingestion brochure titled "Wisconsin Radiological Emergency Information for Farmers, Food Processors, and Distributors."

3.2.6.2   These documents are distributed, as appropriate, throughout the IPZ.

- *A number of these brochures are placed with the county emergency management director and UW Extension Agents in each affected county for distribution to county and local agencies.*

- *The ingestion brochures are also available to view on the Wisconsin Emergency Management website.*

- *In the event of an incident, an adequate number of copies for county-wide distribution could be printed using the following procedure:*

    (1) A camera-ready copy of the ingestion brochure is maintained by WEM.

    (2) Arrangements have been made for emergency printing of brochures for the affected counties at state printing facilities in Madison.

    (3) Affected counties will be contacted and asked for the number of brochures they need.

    (4) WEM arranges for delivering copies of the brochure to the EOC in each affected county via WSP or other means.

    (5) The counties are responsible for distributing brochures to the food producers, processors, and distributors in the affected risk and ingestion counties.

3.3. Radiation Control and Sampling

3.3.1. Radiation Control

3.3.1.1 RPS/SRC will:

- *Direct and coordinate the assessment of the radiological impact of the incident, perform dose assessment calculations and recommend or revise protective actions made to the Governor or designee.*

- *Advise county decision makers regarding stay times, turn back values, ingestion of KI, and monitoring the exposure of emergency workers.*

- *Receive and give periodic status updates, coordinate activities or negotiate protective action recommendations with the Forward Operating Center/Mobile Radiological Laboratory, other state agencies (e.g. WEM, DATCP, and DNR), federal agencies, neighboring states, county radiological officer and the utility.*

- *Identify the need for additional field monitoring, sample collection, and sample analysis resources and establish liaisons with federal response centers. Coordinate requests for federal or other state assistance with WEM.*

- *Assist with the public information effort by providing technical information to the JIC, assisting PIOs with resolving incorrect information or rumors, working with WEM to provide technical information to elected officials and developing information regarding long-term response efforts.*

3.3.1.2 WI DHS has lead responsibility for 24-hr/day capability monitoring and assessing individuals contaminated with radioactive material, emergency workers, and vehicles that arrive at reception centers.

- *WI DHS health monitoring personnel at the reception centers are supplemented by trained local Auxiliary Health Monitors who operate under WI DHS supervision.*

- *WI DHS has a roster of trained state and local government personnel who serve on state radiological emergency response teams that perform both field and health monitoring.*

- *State team members are responsible for supervising health monitoring activities at the reception center.*

- *WI DHS will maintain and calibrate the designated equipment quarterly.*

- *The county ensures that the appropriate equipment is at the reception center at the time of activation.*

- *WI DHS is responsible for all radiological monitoring equipment.*

- *The type, number and locations of equipment can be found in the RIRP.*

3.3.1.3   The oversight of care and treatment of radioactively contaminated, injured, or exposed emergency workers and the general public is a state responsibility.

- *Under the provisions of the REP Program Manual, RPS has worked with the utilities and counties to identify nearby hospitals to be responsible for this function.*

3.3.1.4   The transportation of radioactively contaminated, injured or exposed emergency workers and the general public is a county responsibility.

- *Under the provisions of the REP Program Manual, RPS has worked with the utilities and counties to identify nearby transportation providers to be responsible for this function.*

3.3.2.   Food, Animal and Plant Services

3.3.2.1   State government has the primary responsibility for protecting the general public from ingesting contaminated food and water resulting from an incident at a NPP. This responsibility is shared by four state agencies:

- *WEM*

- *RPS*

- *DNR*

- *DATCP*

3.3.2.2   Other state and federal agencies that may assist include:

- *The Cooperative Extension Service*

- *State and County Food and Agriculture Councils (FACs)*

Note: These agencies may serve as coordinators for the USDA local-level response. DATCP is also responsible for keeping these agencies informed of the situation status and for coordinating all agencies' resources.

3.3.2.3   The SRC manages all field monitoring and sampling activities in Wisconsin using staff from:

- *RPS*

- *The University of Wisconsin*

- *Local health departments, and*

- *Federal sampling teams*

- *Staff from DATCP is used to collect food-related and water samples in areas outside the 10-mile EPZ.*

3.3.2.4   In coordination with local officials, actions to protect the public from the ingestion of radioactively contaminated food or water (e.g. agricultural holds, disposal of contaminated food or animals, shutting down surface water intakes for public water supply systems, curtailment of hunting or fishing) will be reviewed and determined jointly by WEM, WI DHS, DATCP and DNR staff in the SEOC. They are implemented through state agency rules by state agency personnel and are announced to the public through the media.

3.3.2.5   PARs are based on the analysis of sampling conducted at predetermined locations within the 10-mile EPZs.

- *Environmental sampling outside the 10-mile EPZ will be directed at determining the limits of the area of radiological impact (i.e. the "plume") and determining the level of contamination of food and water within and adjacent to the plume area.*

- *The state has maps for use describing the EPZ and IPZ for each plant, in addition to evacuation routes, reception and congregate care centers, traffic control points, and radiological sampling points.*

  (1) The maps are stored in the SEOC and the SRC work area.

  (2) They are also available digitally and can be printed as needed.

- *DATCP is responsible for developing procedures to utilize this information system to inform affected food producers, processors, and distributors about protective action recommendations and required post-incident response actions.*

  (1) DATCP maintains up-to-date computer records of food producers, processors, and distributors within the IPZs of all NPPs affecting Wisconsin.

(2) Maps for recording information on the status of the emergency and for monitoring key land-use and other ingestion-related data are developed and maintained by county agricultural or extension agents and the USDA office located in Wisconsin.

(3) During an incident, SEOC receives data from RPS field teams and develops maps tracking dose rates in the affected areas, which DATCP may use to determine the impact on food producers and processors. FRMAC also assists the state in developing these maps.

3.4. Request for Federal Assistance

3.4.1. Local resources will provide the primary response for incidents within their jurisdiction.

3.4.1.1 The state provides additional resources upon local request, to include requesting federal assistance resources.

3.4.1.2 The Governor of Wisconsin or designee is authorized to request federal assistance in the event of a nuclear power plant incident (Wisconsin Statute § 323.12(4)(b)).

3.4.1.3 When requesting federal resources, the state will identify the type and quantity of resources needed from federal agencies.

3.4.2. Coordination with the federal government for the direction of offsite emergency response is secured under the provisions of the appropriate federal plans (e.g. National Response Framework (NRF) and the Nuclear/Radiological Incident Annex).

3.4.2.1 The Nuclear Regulatory Commission (NRC) is the Lead Federal Agency (LFA) for NPP incidents.

3.4.2.2 Primary coordination occurs through WEM and the NRC for radiological issues, FEMA for non-radiological issues, and DOE for monitoring and assessment issues.

3.4.2.3 Communications with federal agencies occurs with "home office" staff and with field locations when they are established.

3.4.2.4 WEM is also kept informed of contacts regarding the incident between state agencies and their federal agency counterparts through EOC briefings and shared event logs.

3.4.3. At a Site Area Emergency ECL, the SEOC Manager or SRC will advise the LFA or DOE to alert the Region V Radiological Assistance Program (RAP) Team and the FRMAC (including the Advisory Team) of the incident. If the incident escalates and the SEOC Manager and SRC determine they and other federal agencies and assets are necessary, they will request them from the LFA or DOE.

3.4.4. Federal assets, such as the Consequence Management Home Team (FRMAC support), are available via phone and computer to provide support until the first Consequence Management Response Team (CMRT) arrives and becomes operational.

Table 2: Federal Asssets Response Time

Resource	Anticipated Arrival Time After Notification	Source
Advisory Team (via phone bridge)	< 2 hours	FRMAC Operations Manual 2010 Pp 38 Section 4.6.5
RAP Team	4-8 hours	FRMAC Operations Manual 2010 Pp 20 Section 3.5.3
Consequence Management Response Team (CMRT) Phase 1	10-18 hours	FRMAC Operations Manual 2010 Pp 22 Section 3.5.5; Pp G-2, G.5
Consequence Management Response Team (CMRT) Phase 2	18-36 hours	FRMAC Operations Manual 2010 Pp G-3 Section G.6

3.4.5. In the event of a Point Beach NPP incident, the Austin-Straubel Airport (Green Bay) could be a possible location for a FRMAC site. This facility can provide landing capability, operations and storage space, lodging, facilities, and logistics support for the various federal assets and personnel requested.

3.4.6. In the event of a Prairie Island NPP incident, the State of Minnesota lists the Air National Guard facilities at the Minneapolis-St. Paul International Airport as possible FRMAC sites. HSEM will coordinate with other federal agencies located at the FRMAC.

4. Responsibilities and Tasks-Recovery

4.1. Wisconsin Recovery Task Force

4.1.1. The State Recovery Task Force will consist of the WEM Administrator (or designee) and representatives from the following agencies/organizations, as needed:

4.1.1.1 WI DHS – Divisions of Public Health, Disability and Elderly Services, and Health Care Financing

4.1.1.2 WI Department of Children & Families (DCF)

4.1.1.3 WisDOT – Divisions of Transportation System Development and Wisconsin State Patrol

4.1.1.4 DNR – Divisions of Enforcement, Environmental Quality & Resource Management

4.1.1.5 DATCP – Divisions of Food, Animal Health and Agricultural Resource Management

4.1.1.6 DMA – The Adjutant General

4.1.1.7 PSC Chairperson

4.1.1.8 ARC Director of Disaster Services

4.1.1.9 Other state agencies as deemed appropriate

4.1.2. The task force will also include appropriate representation from the risk and ingestion counties, the utility, and affected adjacent states.

4.1.3. Federal representation should include liaisons from the Federal Advisory Team for Environment, Food and Health and may include some or all of the agencies identified in the NRF and the Nuclear/Radiological Incident Annex.

4.2. Recovery Operations

State recovery operations are a natural extension of the Governor's responsibilities as delegated to WEM under Chapter 323 Wis. Stats.

4.2.1. When the administrator determines that the response phase has been completed:

4.2.1.1 The WEM Administrator, after consultation with other federal, state, local, and tribal officials and agencies, coordinates with the Governor to transition from the response phase to the recovery phase.

4.2.1.2 The transition time is announced to all responders at the federal, state, local levels and that a State Recovery Task Force has been established.

4.2.2. The Task Force will manage the recovery efforts for offsite areas affected by an incident at a NPP.

4.2.2.1 The WEM Administrator, acting on behalf of the Governor, will create and chair the State Recovery Task Force, identifying which agencies and organizations will compose it.

4.2.2.2 The Task Force will guide recovery efforts in those areas affected by the incident at the NPP and shall create a recovery plan to address responsibilities including, but not limited to:

- *Developing a long-term radiological monitoring and assessment plan.*

- *Developing a plan for the decontamination and restoration activities of both ingestion areas and restricted zones as closely as possible to their pre-incident condition.*

- *Determining priorities for and scheduling restoration activities.*

- *Determining which agencies and organizations can provide the personnel, equipment, and resources necessary to complete restoration activities and securing this assistance.*

- *Determining which areas must remain restricted on a long-term or permanent basis due to radiological or economic considerations.*

- *Arranging for services to the evacuated population.*

- *Assisting evacuated individuals, businesses, and industries with resettlement activities.*

- *Creating a process for identifying losses caused by or resulting from the incident and for negotiating reimbursement of those losses from the utility and its insurers (e.g., American Nuclear Insurers).*

- *Provide continuing public information about recovery actions, activities, and timetables through the media.*

5. Exercise Cycle/Exercise Participation Levels

5.1. State Exercise Frequency

5.1.1. Exercises and drills are conducted in accordance with NRC and FEMA rules and policy, based on simulated incidents at nuclear power plants, to test and evaluate state and local offsite radiological emergency response capabilities and to develop and maintain key skills in emergency responders.

5.1.2. WEM conducts required exercises with two nuclear plants, which have all or part of their plume or ingestion exposure pathway EPZs in Wisconsin. These are:

5.1.2.1   Point Beach, and

5.1.2.2   Prairie Island

5.1.3. Each exercise cycle covers a period of eight years.

5.1.4. Scenarios for exercises will be varied from exercise to exercise and will include all required scenario variations during the exercise cycle, including but not limited to:

    5.1.4.1   Ingestion pathway, and

    5.1.4.2   Hostile action based

5.1.5. Counties are required to fully participate in all exercises.

5.1.6. The state will fully participate in exercises (this includes all affected state agencies) but may partially participate if state objectives were successfully demonstrated in an exercise with the same counties during the exercise cycle.

5.1.7. It is Wisconsin's policy to fully staff the SEOC with state agency liaisons, but not conduct field operations for partial participation exercises.

5.1.8. If it is determined that a partial participation exercise is appropriate, then the state will send a letter requesting exemption from full participation to the FEMA Regional Office.

    5.1.8.1   If approval is granted, partial participation will be clearly described in the extent of play agreement.

    5.1.8.2   FEMA will provide an evaluator for any unevaluated activities and the state and/or counties will be subject to the same issues, level 1 findings, etc., as they would during full participation in an exercise.

5.1.9. The REP Program Manual requires that states exercise, at least biennially, with each of their "plume EPZ" nuclear power plants.

    5.1.9.1   The State of Wisconsin has a policy of exercising with the Prairie Island NGP in even–numbered years and with the Point Beach NPP in odd-numbered years.

    5.1.9.2   The REP Program Manual further requires that a state fully participate in an exercise with each of its "plume EPZ" nuclear power plants at least once during the eight-year-cycle.

5.1.10. Each state and "risk" county must demonstrate the ability to carry out emergency response functions (i.e., elevate EOCs, mobilize staff that report to the EOCs, establish communications linkages, complete notifications).

5.1.11. Exercises are scheduled eight years into the future.

    5.1.11.1   Dates for exercises are negotiated and finalized for all of FEMA Region V states at a regional exercise scheduling conference held each year.

5.2. County Exercise Frequency

5.2.1. The REP Program Manual requires that each "risk" county fully participate, at least biennially, in an exercise with its respective nuclear power plant (or plants).

5.2.1.1   Dates for exercises are negotiated and finalized for all of FEMA Region V states at a regional exercise scheduling conference held each year.

5.3. Exercise Planning

5.3.1. Exercise Objectives

5.3.1.1   State, county, and utility planners at a pre-exercise planning meeting (or meetings) jointly agree upon exercise objectives.

5.3.1.2   Exercise objectives are reviewed with the FEMA regional office and then discussed at an Extent of Play meeting which is held at least 100 days prior to the exercise date.

5.3.1.3   The Extent of Play describes the logistics to demonstrate criteria, any special circumstances for demonstrating the objectives, and any deviation from current plans and procedures.

5.3.1.4   This meeting is attended by representatives from FEMA, WEM, RPS, the counties, and the utility.

5.3.2. Exercise Scenarios

5.3.2.1   Exercise scenarios shall simulate an emergency at a nuclear power plant that results in an offsite radiological release which will require the mobilization of sufficient state and county resources to verify the effectiveness of the emergency response plans and response capabilities of these agencies/organizations.

- *Onsite scenarios are developed jointly by the utility and the state to meet the exercise objectives identified in the pre-exercise meeting and which have been approved by FEMA.*

- *Offsite scenarios are then developed by the state, based on the onsite scenario.*

- *The state will provide to FEMA a separate timeline for the utility activities in the exercise and one for the offsite response organization (ORO) response activities.*

- *The state will also develop a timeline integrating the utility and ORO timelines.*

- *The timelines will be provided to FEMA for review and approval, at least 60 days in advance of the exercise date.*

- *Scenarios will be varied from year-to-year to ensure that all major elements of plans and preparedness are tested within an eight-year period.*

5.3.2.2   Exercise scenarios are to have only very limited exposure, prior to the exercise, to ensure the spontaneity of state and county response.

5.3.2.3   The scenarios are to be developed in response to a time schedule of real and simulated incidents initiated at the NPP and will provide a narrative summary which may include such events and simulated casualties, offsite fire department assistance, rescue of personnel, use of protective clothing, deployment of radiological monitoring teams, simulation of road blocks along evacuation routes, test evacuations, opening of reception and congregate care centers, radiation monitoring of evacuees, and public information activities.

5.4. State Observation/Assessment of Exercises

5.4.1.   WEM personnel and personnel from other state agencies, other states, volunteer organizations, and the private sector will at various times request an opportunity to observe the exercise, visiting various field locations, and during off-shift periods, also observe operations in the SEOC.

5.4.2.   WEM regional directors, serving as liaisons at the county EOCs, will also observe local response activities.

5.4.3.   Observers will be provided, at a minimum, the exercise timeline for all activities, exercise staffing list, and the Extent of Play.

5.4.4.   At the end of the exercise, observers will be asked to participate in a critique of the response organizations operations during the exercise and can suggest changes to procedures to improve response operations.

5.4.4.1   An exercise controller will note all comments and include them as part of the complete exercise critique package.

5.4.4.2   If needed, debriefing sessions will be held following the exercise to discuss both successes and functional areas in need of improvement.

5.5. Federal Evaluation/Critique of Exercises

5.5.1.   Federal officials will observe each exercise and will comment on the effectiveness of state and county response, in accordance with FEMA radiological emergency planning (REP) exercise methodology, at a post-exercise critique.

5.5.2.   Problems with state and county performance are categorized as:

5.5.2.1   Level 1 finding, formally known as deficiencies (e.g. those which directly affect the capability to protect the health and safety of the public near the NPP) or

5.5.2.2   Level 2 finding, formally known as areas requiring corrective action (ARCA) (e.g. those not putting public health and safety at risk, but which must be corrected during or before the next scheduled biennial exercise).

5.6. Response to the Federal Evaluation

5.6.1. Within 30 days following the exercise, FEMA will send a draft exercise report to the state, which includes the above evaluation.

5.6.2. A final formal report will be sent 90-days after the exercise.

5.6.3. State REP staff will share the report with affected state agencies and the county (or counties) and request those agencies to respond with a schedule of corrective actions.

5.6.4. State staff will then develop an appropriate response to the FEMA Region V office.

5.6.5. This response will indicate plans for and timing of proposed corrective actions, including changes in state and county emergency response plans and exercise procedures.

5.6.6. WEM REP staff will monitor state and county progress in implementing these actions.

5.7. State Exercise Assistance

5.7.1. WEM REP staff will work with state agencies and the affected county (or counties), to assist in preparations for the exercise. Exercise preparation may include, but not be limited to:

> 5.7.1.1 Briefings of state and county personnel

> 5.7.1.2 Table-top practice exercises

5.7.2. Federal observers will be briefed prior to each exercise regarding any recent changes in state or county plans and any special features or specific locations of exercise activities.

5.8. Communication Drills

5.8.1. Communications between the nuclear facility, the SEOC, Field Assessment Teams, and county EOCs are tested annually (or more frequently), through the use of:

> 5.8.1.1 Communications drills, and

> 5.8.1.2 Monthly through recorded communications tests that include message content checks.

5.8.2. The REP Section is responsible for quarterly updates to each procedure that contains telephone numbers.

5.9. Other Drills and Training Events

5.9.1. NUREG-0654 and the REP Program Manual direct that annual drills be conducted with at least one hospital and transportation provider in the vicinity of each NPP.

5.9.2. In Wisconsin, these drills are sometimes conducted in conjunction with the NPP exercises and are separately conducted at other times.

5.9.3. In response to NUREG-0654, radiological monitoring and health physics drills are also jointly conducted in conjunction with NPP exercises.

5.9.4. Health physics drills are conducted at least semi-annually.

    5.9.4.1   Additional training in the collection and evaluation of samples, and response to the analysis of simulated elevated airborne and liquid samples, as well as direct radiation measurements in the environment will be conducted by the RPS, at annual training events for state and local personnel.

    5.9.4.2   These sessions will be conducted at various locations throughout the state in proximity to the NPPs and will include familiarizing the participants with established locations of offsite field monitoring points.

6. Radiological Incident Response Training

Emergency management training for local and tribal government officials is provided by WEM through its training program and through FEMA resident and non-resident training courses. Specific training is provided to the "risk" counties through pre-exercise briefings, "table-top" practice exercises, and the annual radiological emergency response exercises and drills.

6.1. "In-house" training

"In-house" training for accident assessment is provided by the RPS who conducts an annual radiological field-monitoring seminar to train state response teams.

6.1.1. Police, security and fire-fighting personnel receive training from the utilities and are tested with simulated emergencies during their participation in nuclear power plant exercises.

6.1.2. All WEM employees are expected to complete a set of training courses. The core courses provide a foundation for performing WEM operational support responsibilities in the State Emergency Operations Center (SEOC). At WEM the core courses are expected to be taken within the first six months of employment, with additional required courses within three years. To see the complete list of training courses, visit the WEM training portal or contact the WEM Training Supervisor.

6.1.3. In addition, the REP section conducts an annual SEOC training as well as position specific training for state agency staff.

6.1.4. First aid, rescue, and support service personnel are tested in drills and exercises conducted jointly by the utilities and affected local and tribal governments. Medical support personnel are tested in annual exercises conducted between the utilities and local hospitals designated to receive, decontaminate, and treat radiation-exposed personnel.

6.1.5. Individuals responsible for transmission of emergency information and instructions are trained during the simulated emergency situations in nuclear plant drills and exercises. In addition, WEM sponsors training courses in the operation and use of the EAS and responsibilities of local PIOs.

7. Supporting Documents

7.1. Attachments

7.1.1. Attachment 1 – Map - Nuclear Power Plants Affecting Wisconsin

7.1.2. Attachment 2 – Sample Proclamation

7.1.3. Attachment 3 - Functional Responsibilities Matrix

7.1.4. Attachment 4 – Joint Information Center

7.1.5. Attachment 5 – Letters of Agreement

7.1.6. Attachment 6 – Hostile Action Based (HAB) Attachment

7.1.7. Attachment 7 – REP Staff Training Plan

7.1.8. Attachment 8 – NPP Maps

7.2. Supporting Plans

Note: This plan contains no procedures. These documents can be found in the WEM Duty Officer Manual and SEOC Manual.

7.2.1. Wisconsin Emergency Management

    7.2.1.1   WEM DO Manual

7.2.2. Department of Health Services

    7.2.2.1   Administrative Directive 38, Assignment of Emergency Human Services (EHS) Responsibility to Division and Department Personnel

    7.2.2.2   WI DHS Radiation Protection Section, Radiological Incident Response Plan

7.2.3. Division of Highways (WisDOT)

    7.2.3.1   The National Plan for Emergency Preparedness Emergency Stand-by Order: Establishment of Emergency Highway Traffic Regulation Plan (EHTR)

    7.2.3.2   The Federal Highway Administration Program Manual (6-101)

7.2.4. Department of Natural Resources

7.2.5. Department of Agriculture, Trade & Consumer Protection

    7.2.5.1   Computer lists of milk and other food producers, processors, and distributors, by county

7.2.6. Department of Military Affairs

    7.2.6.1   Wisconsin National Guard, Vol. II, OPLAN BADGER Military Support to Civil Authorities

    7.2.6.2   HQDA Operation Plan GARDEN PLOT

7.2.6.3   NGR 500-1 Military Support to Civil Authorities

7.2.6.4   WI Code of Military Justice (WCMJ)

7.2.6.5   Vol. I Wisconsin Defense and Emergency Plan (WI DEP)

7.2.7. Public Service Commission

7.2.7.1   Wisconsin Administrative Code, Chapters PSC 104 (Recording and Reporting Utility Accidents) and PSC 115 (Radiological Emergency Preparedness Expenses)

7.2.8. American Red Cross

7.2.9. Federal Agencies

7.2.9.1   Federal Radiological Emergency Response Plan

7.2.9.2   National Response Framework

7.2.9.3   Nuclear/Radiological Incident Annex

7.2.10. Point Beach Nuclear Plant, Development of Evacuation Time Estimates

7.2.11. Prairie Island Nuclear Generating Plant, Development of Evacuation Time Estimates

Table 3: Record Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			

Attachment 1

Nuclear Power Plants in Wisconsin

Nuclear Power Plants in Wisconsin

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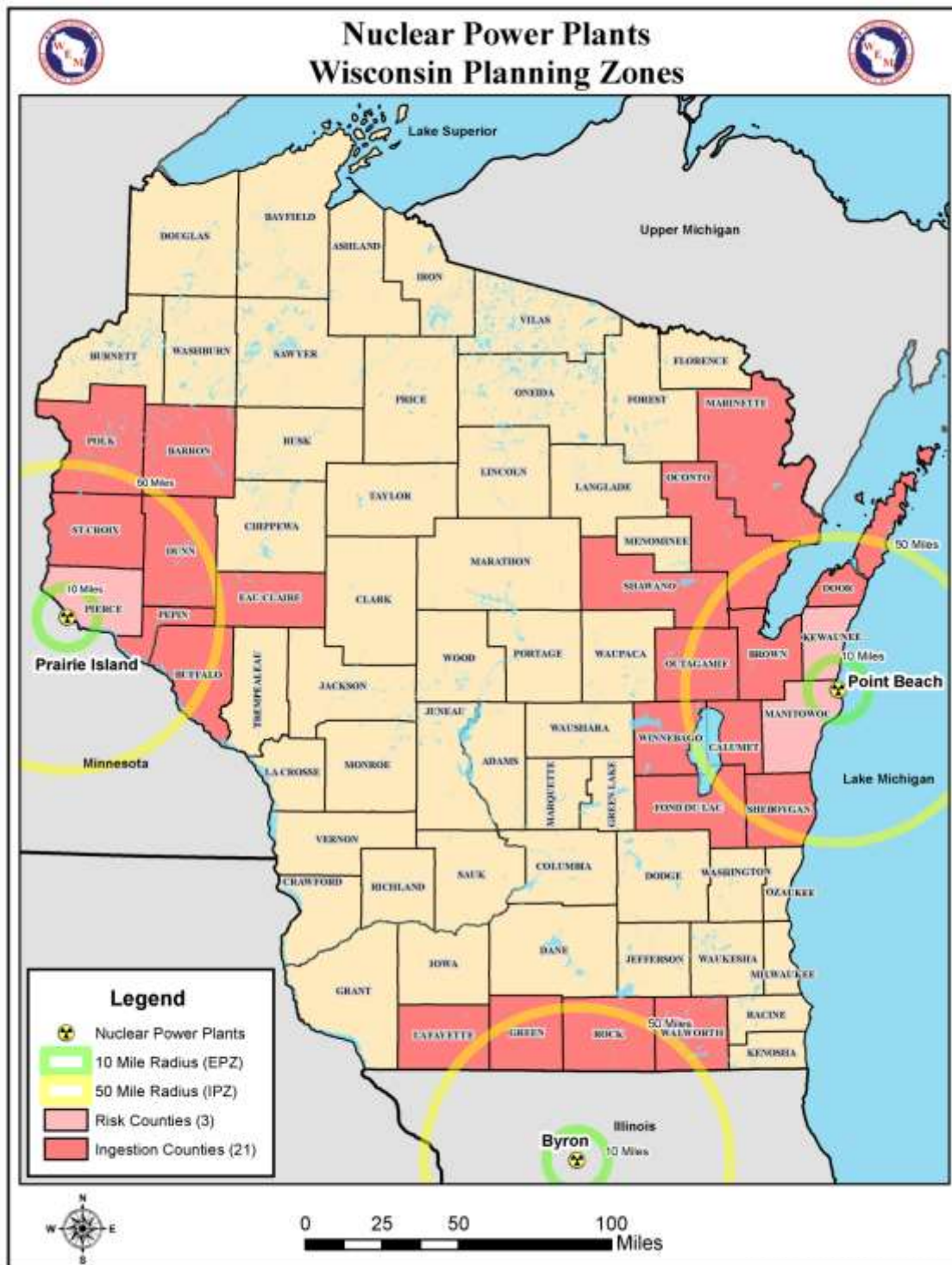
Note: Detailed maps can be found in the SEOC and JIC.

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Attachment 2

Sample Proclamations

Sample Proclamations

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RADIOLOGICAL DISASTER – NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ___

**Relating to a Proclamation Declaring a State of Emergency in Response to
a Radiological Disaster**

WHEREAS, a radiological disaster caused by an accident at _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 321.39(1)(a), 323.10, and 323.12(3) and (4), of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and

2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist the in the response and recovery efforts to this situation; and

3. Call to state active duty such elements of the Wisconsin National Guard as the Adjutant General deems necessary to assist civil authorities for purposes of assisting in response and recovery efforts as well as providing security and other essential services; and

4. Authorize the Adjutant General to utilize personnel called to state active duty pursuant to this order in emergency status.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

_____
TONY EVERS
 Governor

By the Governor:

_____
DOUGLAS LA FOLLETTE
Secretary of State

RADIOLOGICAL DISASTER – NO NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ___

**Relating to a Proclamation Declaring a State of Emergency in Response to
a Radiological Disaster**

> **WHEREAS,** a radiological disaster caused by an accident at the _____ has affected the State of Wisconsin; and

> **WHEREAS,** such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

> **WHEREAS,** the counties of _____ have been affected as a result of the radiological disaster on _____.

> **NOW, THEREFORE, I, Tony Evers,** Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 323.10, and 323.12(3) and (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and

2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist in the response and recovery efforts to this situation.

> **IN TESTIMONY WHEREOF,** I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

_____
TONY EVERS
Governor

By the Governor:

_____
DOUGLAS LA FOLLETTE
Secretary of State

RADIOLOGICAL DISATER w/ DATCP HOLD ORDER – NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ___

Relating to a Proclamation Declaring a State of Emergency in Response to a Radiological Disaster

WHEREAS, a radiological disaster caused by an accident at _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 321.39(1)(a), 323.10 and 323.12(3), (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and

2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist the in the response and recovery efforts to this situation; and

3. Call to state active duty such elements of the Wisconsin National Guard as the Adjutant General deems necessary to assist civil authorities for purposes of assisting in response and recovery efforts as well as providing security and other essential services; and

4. Authorize the Adjutant General to utilize personnel called to state active duty pursuant to this order in emergency status. and

5. Authorize the Department of Agriculture, Trade and Consumer Protection to issue area-wide hold orders, retain tags and quarantine orders for animals and feed, food and meat products;

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

_____
TONY EVERS
Governor

By the Governor:

_____
DOUGLAS LA FOLLETTE
Secretary of State

RADIOLOGICAL DISASTER w/ DATCP HOLD ORDER – NO NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ___

**Relating to a Proclamation Declaring a State of Emergency in Response to
a Radiological Disaster**

WHEREAS, a radiological disaster caused by an accident at the _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 323.10 and 323.12(3), (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and

2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist in the response and recovery efforts to this situation; and

3. Authorize the Department of Agriculture, Trade and Consumer Protection to issue area-wide hold orders, retain tags and quarantine orders for animals and feed, food and meat products.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

_____
TONY EVERS
Governor

By the Governor:

_____
DOUGLAS LA FOLLETTE
Secretary of State

Attachment 3
Functional Responsibilities Matrix

Functional Responsibilities Matrix

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Department/Agency/Office/Division

Incident Command System Functional Area and Function		Administration	Enterprise Technology-DOA	Agriculture, Trade & Consumer Protection	Children & Families	Corrections	Health Services	Justice	Natural Resources	Public Instruction	Safety & Professional Services	Transportation	Public Service Commission	Wisconsin AREA/RACES	Wisconsin Emergency Management-DMA	Wisconsin National Guard - DMA	Wisconsin State Laboratory of Hygiene	Wisconsin State Patrol - DOT
Command and Control	Command and Control (ESF #5)						S								JL			
	Public Information (ESF #15)			S			S		S			S			JL	S	S	
	Protective Response (ESF #5)						JL		S						JL	S		
	Alerting and Notification (ESF #15)			S			S		S			S			JL	S		
Operations	Fire and Rescue (ESF #4, 9)								JL		S	S			JL	S		S
	Law Enforcement (ESF #13)					S		S	S						L	S		S
	Communications (ESF #2)		JL			S	JL	S	S			S		S	JL	S		S
	Public Health & Sanitation (ESF #8)				JL		JL		S						S	S		
	Transportation (ESF #1)						L					JL			S	S		JL
	Social Services (ESF #6)	S			JL		L			S	S				S	S		
	Traffic Control (ESF #13)						JL		S		S	S			L	S		S
	Radiological Exposure Control (ESF #8)						L		S						S	S		
	Accident Assessment (ESF #8)			S			JL		S						JL		S	
	Emergency Medical Services (ESF #9)			S			L		S						S	S		S
Logistics	Communications (ESF #2)		JL				JL	S	S			S		S	JL	S		S
	Resource Support (ESF #7)	S		S			S		S	S		S		S	L	S		S
Planning	Command and Control (ESF #5)		JL	S			S		S						JL			
	Public Information (ESF #15)			S			S		S			S			JL	S	S	

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Attachment 4

Joint Information Center (JIC)

Joint Information Center

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List of Tables

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1. Introduction

1.1. Purpose

This attachment provides guidance to individuals staffing a Joint Information Center (JIC) specifically for an incident at one of the nuclear power plants. The term "utility" will refer to one of the two nuclear plants for which Wisconsin is required to plan. It does not refer to any other nuclear power plant or facility outside of Wisconsin's planning jurisdiction.

The intent of forming a JIC is to provide the media and the public with a single location from which to gain timely and accurate information about a particular incident. The staffing of the JIC will be comprised of representatives from the affected utility, the State of Wisconsin, and counties within ten miles of the affected plant. Additional representation at the JIC may consist of various federal agencies, local, or tribal governments directly impacted by the incident.

Information compiled by the agencies participating in the JIC is shared prior to media briefings. To ensure that accurate information is being given to the public and news media, rumors and trends are monitored from a variety of sources. These sources include calls received by the telephone hotline operators, news broadcasts, social media, and information received from the state emergency operations center (SEOC) and county emergency operations centers (EOCs). Rumors and incomplete, inaccurate, or ambiguous information related to the emergency are addressed in press releases or at media briefings.

1.2. Location

There are two JICs for which the State of Wisconsin will staff in the event of a nuclear power plant incident. Procedures specific to each location appear separately within this document.

1.2.1. For incidents at NextEra Energy Point Beach Nuclear Plant (PBNP):

   3060 Voyager Dr.
   Green Bay, WI 54311-8304

1.2.2. For incidents at Prairie Island Nuclear Plant (PINGP):

   State of Minnesota, Homeland Security and Emergency Management
   444 Cedar St., Suite 223
   St. Paul, MN 55101

2. Policies

2.1. Activation

2.1.1. The SEOC is elevated and the JIC is activated when a utility declares an "Alert" Emergency Classification Level (ECL) or a higher classification.

2.1.1.1 For a "Notification of Unusual Event" (NUE) or a non-classifiable event, the SEOC may be elevated at the discretion of the WEM Administrator, Senior Duty Officer (SDO), or upon recommendation by the State Radiological Coordinator (SRC).

2.1.1.2 Generally, a JIC is not activated at a NUE.

2.1.2. As both JICs are a considerable distance from the SEOC, Public Information Officers (PIOs) representing the State of Wisconsin may be dispatched from other state departments that have regional offices located near the JICs. These PIOs will represent the State of Wisconsin, to include Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM).

2.1.3. Prior to JIC activation, or arrival of state representatives to the JIC, the lead PIO from WEM may issue press releases from the SEOC. Copies of any media releases issued prior to the JIC being staffed will be provided to other agencies at the JIC.

2.2. Procedures

2.2.1. The SEOC is staffed by the lead PIO and one or more assistant PIOs, who generate press releases.

2.2.2. Once written, press releases are approved by the Officer in Charge (OIC), who directs the activities in the SEOC.

2.2.2.1 Upon approval, the press release is sent to state PIOs at the JIC for release to the media.

2.2.2.2 Methods of conveyance of the press release (to the JIC) may be in the form of a fax, e-mail, or posting the document on a secured website ®).

2.2.2.3 To facilitate rapid media notification, some press releases may be pre-scripted, and released from the SEOC prior to JIC activation or arrival of state representatives.

2.2.3. Detailed procedural checklists appear separately within a position binder that travels with the State of Wisconsin staff upon deployment to a JIC.

2.2.4. All members of the SEOC, JIC, telephone hotline, reception center, and shelter facilities have the responsibility for noting rumors or incomplete, inaccurate, or ambiguous information related to the emergency.

2.2.4.1 Upon recognition of such information, the issue should be brought to the attention of the Lead Spokesperson at the JIC and the lead PIO at the SEOC.

2.2.4.2 Action will be taken to address the rumor or trend through a media briefing, press release, or information provided to the hotline operators.

3. ESF Activities

3.1. Roles and Responsibilities

The State of Wisconsin will have a delegation to fulfill duties at the JIC. The roles of each position are described below. Depending upon the level of staffing, state representatives may assume one or more of these roles.

It is recognized that each JIC is owned and managed by entities other than the state, and that the operational activities of each may be slightly different. Regardless of location, the roles and responsibilities of staff from the State of Wisconsin will remain consistent. The positions described below reflect only the duties of state JIC staff.

Table 1: JIC Position Functions

Position	Functions
Lead Spokesperson/PIO	• This position serves as the overall coordinator/supervisor for State of Wisconsin staff located at the JIC. • Contact will be maintained with the SEOC PIO throughout the duration of the elevation. • S/he will coordinate messages with the utility, federal government, local, tribal government and adjacent states (if applicable) to emphasize joint agency decision-making. • This individual will represent the state at media briefings held at the JIC.
Assistant JIC PIO	• This position will assist the Lead Spokesperson in carrying out his/her duties at the JIC. • S/he will assist in maintaining contact with the PIOs at the SEOC and with the county PIOs at the JIC and media monitoring. • There may be more than one assistant PIO serving at the JIC. • Upon delegation by the Lead Spokesperson, s/he may be asked to represent the state at media briefings.
Wisconsin Emergency Management Technical Advisor	• This position assists the Lead Spokesperson and assistant JIC PIOs by providing technical information on the WERP, as well as general emergency management practices, procedures, and laws within the State of Wisconsin. • S/he may also be called upon to assist with various administrative tasks, if necessary.
Radiological Health Technical Advisor	• This position assists the lead and assistant JIC PIOs by serving as a technical expert for public health matters as they relate to radiation exposure. • S/he should have a working knowledge of the Wisconsin Department of Health Services' (WI DHS) Radiological Incident Response Plan. • This position also maintains contact with staff in the SRC room throughout the duration of the incident to obtain information on dose assessment, field monitoring, health monitoring and decontamination activities. • This individual may participate in news conferences, at the request of the lead Spokesperson, to address media questions of a technical nature.
Administrative Support (working under various titles)	• This position performs a variety of functions to assist the PIOs and technical advisors in carrying out their tasks. • There may be various sub-categories of administrative support to include: Media Line Operator, Incident Management Support, and Administrative Support. • Job duties may include clerical work, maintaining contact with the SEOC, ensuring distribution of state and county press releases, monitoring, and contributing to the Wisconsin emergency management software event site, working with Utility personnel at the JIC to assure good communications, or maintaining various call and message logs.
WI Hotline Liaison at JIC	• This position is responsible for communication and information flow between the JIC and the WI Hotline. • This position must maintain contact with the designated JIC contacts and the WI Hotline Supervisor to facilitate accurate and timely communications and information exchange between the two facilities.

4. Supporting Documents

4.1. Attachments

4.1.1. Appendix 1

Joint Information Center Policies and Procedures specific to: NextEra Energy Point Beach.

4.1.2. Appendix 2

Joint Information Center Policies and Procedures specific to: Prairie Island Nuclear Generating Plant.

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Attachment 4, Appendix 1

JIC Policies and Procedures Specific to: NextEra Energy Point Beach

Joint Information Center Policies and Procedures Specific to:

NextEra Energy Point Beach

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1. Concepts of Operations

Operations and procedures specific to incidents at NextEra Energy Point Beach (PBNP) are defined below. Position descriptions defined earlier in this document are in effect unless specifically noted.

1.1. Joint Information Center

The Joint Information Center (JIC) for incidents at PBNP will be located at:

3060 Voyager Dr.
Green Bay, WI 54311-8304

1.2. Activation

1.2.1. Employees from PBNP are responsible for activating the JIC.

1.2.2. PBNP will be responsible for providing the other participating federal, state, tribal, and local agencies with adequate work space, equipment, and communications capabilities to meet their needs.

1.3. Roles and Responsibilities

1.3.1. JIC Management Committee

  1.3.1.1 Direction and decision-making regarding JIC operations are the responsibility of the JIC Management Committee.

  1.3.1.2 The Committee will be a small group consisting of one representative from each of the following agencies:

  - *State of Wisconsin*
  - *PBNP*
  - *Kewaunee County*
  - *Manitowoc County*
  - *Federal government (likely to be represented by the Nuclear Regulatory Commission (NRC) and Federal Emergency Management Agency (FEMA)*

  1.3.1.3 The Committee may expand its membership if a majority of the participating agencies agree.

  1.3.1.4 The JIC Management Committee will:

  - *Schedule media and pre-conference briefings.*

- *Determine briefing agendas and sequence of agenda items.*

- *Designate a moderator for each briefing (or electing a permanent moderator).*

- *Identify any technical or subject-matter expert personnel who will participate in the briefing.*

1.3.2. Administrative Support

1.3.2.1 The State of Wisconsin will provide an administrative support position to answer the Media Hotline.

- *This is a number designated for the media to contact, separate from the public hotline.*

- *Media calls of a generic nature will be answered by the operator with messages taken for calls that are specific to an agency or of a technical nature.*

1.3.3. Utility Staff

1.3.3.1 Utility staff is responsible for liaison with the Public Inquiry Hotline.

1.3.3.2 Rumors or trends identified by hotline staff are passed on to the Utility Assistant Telephone Response Director, who then passes them to the state and county public information officers (PIOs) in the JIC.

1.3.3.3 Any resolution of trends or rumors by state and county PIOs are covered at media briefings, passed on to the appropriate emergency operations center (EOC), and shared with the Utility Assistant Telephone Response Director, to be passed on to the hotline operators.

1.4. Sequence of Events

1.4.1. Once media has arrived at the JIC, the first media briefing will be held.

1.4.1.1 Due to proximity, utility personnel will likely arrive before government personnel, and therefore the Lead PIO at the state emergency operations center (SEOC) will issue an initial notice (aka "First Advisory") to the media of the incident.

1.4.1.2 This notice will be shared with all agencies represented at the JIC.

1.4.2. Once the JIC is fully staffed and prior to the media briefing, the pre-conference briefing is held to determine the issues that spokespersons will address at the next media briefing.

1.4.2.1 The agenda and order of presentation for the media briefing should be established at this time.

1.4.3. During the media briefing, a moderator will introduce the presenters and establish a format.

1.4.3.1 Each presenter should speak for his/her allotted time with the most crucial information being presented first (i.e. any protective actions).

1.4.3.2 Media briefings should be held once an hour unless conditions warrant a more frequent interval.

1.4.4. Utility personnel are responsible for setting up media monitoring facilities.

1.4.4.1 Various media will be monitored, to include local and national television, radio, as well as social media (Twitter, Facebook, etc.).

1.4.4.2 Upon recognizing inaccurate or incomplete information in the media, monitoring personnel should notify the JIC Management Committee so that steps may be taken to address the issues at the next media briefing.

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Attachment 4, Appendix 2

JIC Policies and Procedures Specific to: Prairie Island Nuclear Generating Plan

Joint Information Center Policies and Procedures Specific to:

Prairie Island Nuclear Generating Plant

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1. Concepts of Operations

Operations and procedures specific to incidents at the Prairie Island Nuclear Generating Plant (PINPG) are defined below. Position descriptions defined earlier in this document are in effect unless specifically noted.

1.1. Joint Information Center

The Joint Information Center (JIC) for incidents at PINGP will be located at:

State of Minnesota
Homeland Security and Emergency Management (HSEM)
444 Cedar St. Suite 223
St. Paul, MN 55101

1.2. Activation

1.2.1. HSEM is responsible for activation and maintenance of the JIC.

1.2.2. Adequate work space, internet connectivity (wireless and wired), and landline telephones will be provided to staff from the State of Wisconsin.

1.2.3. The State of Wisconsin will supply its public information officers (PIOs) and support staff with laptops, cell phones, reference material, and stand-alone printers (if desired).

1.2.4. A public hotline center, also managed by HSEM, is located in close proximity to the JIC.

1.2.5. To assist in the response, the State of Wisconsin will provide a minimum of two telephone hotline operators and provide information for all operators that briefly describe plans and procedures that are specific to Wisconsin.

1.3. Roles and Responsibilities

1.3.1. State of Minnesota

1.3.1.1 To facilitate an efficient JIC and telephone hotline, the State of Minnesota provides training to all staff, including Wisconsin PIOs, support staff and hotline operators.

1.3.1.2 Attendance at the biennial training (even years) by State of Wisconsin JIC personnel is mandatory.

1.3.2. JIC Coordinator

1.3.2.1 The State of Minnesota's JIC Coordinator is responsible for maintaining the JIC facilities.

1.3.2.2 Minnesota's Lead PIO is responsible for organizing JIC team meetings, which includes participation from the State of Wisconsin PIOs.

1.3.2.3 Direction and decision-making regarding JIC operations are the responsibility of the JIC Management Committee. Membership of the committee includes "adjacent states involved in the disaster," as defined in the State of Minnesota's plan.

1.3.2.4 Spokespersons participating in the Minnesota JIC are expected to speak on behalf of the agency they represent and to confine their remarks to the specific actions being taken by that agency.

1.3.3. Wisconsin Lead PIO

1.3.3.1 The Wisconsin Lead PIO at the JIC is responsible for the overall coordination and efforts by the State of Wisconsin staff at the Minnesota JIC, which includes arranging for 24-hour PIO coverage of the incident.

1.3.3.2 She/he will represent Wisconsin at the JIC management meetings.

1.3.3.3 Upon awareness of rumors or trends, she/he will work with the Minnesota Lead PIO and the Minnesota Assistant Operations Chief to ensure that rumor and trends are properly evaluated and resolved.

1.3.4. The Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Technical Advisor may be utilized by the State of Minnesota's Operations Chief for the purposes of tracking down information specific to Wisconsin.

1.3.5. Detailed procedural checklists for each Wisconsin JIC staff member appear separately within a position binder that travels with the staff upon deployment to a JIC.

Attachment 5

Letters of Agreement

Letters of Agreement

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State LOAs are reviewed annually to verify their validity. The LOAs include details on what services will be provided and how the agreements will be activated and can be found in the Annual Letter of Certification (ALC).

A.	Point Beach Nuclear Power Plant

B.	Prairie Island Nuclear Generating Plant

C.	Department of Health Services – Radiation Protection Section

D.	MN-WI LOA

E.	La Crosse – Field Teams (WI DHS)

F.	Appleton – Field Teams (WI DHS)

Attachment 7

REP Staff Training Plan

REP Staff Training Plan

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Table 1: Required REP Staff Training

To Be Completed In:	Course name	Date Completed					
		REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS	REP Recovery Planner
3 Months	**IS-1** Emergency Manager: An Orientation to the Position						
	IS-3 Radiological Emergency Management						
	IS-100 Introduction to Incident Command System						
	IS-700.a National Incident Management System (NIMS) An Introduction						
	IS-800 National Response Framework, An Introduction						
	WebEOC Basic						
6 Months	**IS-120.a** An Introduction to Exercises						
	IS-200 Incident Command ICS for Single Resources and Initial Action Incidents						
	IS-230.b Fundamentals of Emergency Management						
	IS-235.a Emergency Planning						
	IS-701 National Incident Management System (NIMS) MACS						
	IS- 836 Nuclear/Radiological Incident Annex						
12 Months	**IS-130** Exercise Evaluation and Improvement Planning						
	IS-702 National Incident Management System (NIMS) PIO						
12 Months	**IS-704** National Incident Management System (NIMS) Communication and Information Management						

To Be Completed In:	Course name	Date Completed					
		REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS	REP Recovery Planner
	G-290 Basic PIO						
	G-300 - ICS-300 Incident Command System - Intermediate						
	New Directors Series (Modules A,B,C & D)						
18 Months	**IS-139** Exercise Design						
	IS-242.a Effective Communications						
	IS-244.a Developing & Managing Volunteers						
	IS-703.a National Incident Management System (NIMS) Resource Management						
	IS-706 National Incident Management System (NIMS) Intrastate Mutual Aid						
	IS-240.a Leadership and Influence						
	G-320 Fundamentals for Radiological Response						
	G-400-ICS-400 ICS Advanced						
	MGT-330 Homeland Security Exercise and Evaluation Program (HSEEP)						
	MGT-331 HSEEP Train the Trainer						
36 Months	**IS-241.a** Decision Making and Problem Solving						
	G-191 EOC/ICS Interface						
	IS-775 EOC Management and Operations						

Table 2: Recommended REP Staff Training

Course name	Date Completed				
	REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS
L-340 Radiological Emergency Preparedness Program & Planning Course					
PER-904 Radiological Emergency Response Operations (RERO) Course					
Master Exercise Practitioner Program – EMI Resident Course (MEPP)					
AWR-141 WMD Radiological / Nuclear Awareness Course (Train the Trainer)					
IS- 15.b Special Events Contingency Planning for Public Safety Agencies					
IS-271 Anticipating Hazardous Weather and community Risk					
IS-288 The Role of Voluntary Agencies in Emergency Management					
IS- 301 Radiological Emergency Response					
IS- 302 Modular Emergency Radiological Response Transportation Training					
IS- 331 Introduction to Radiological Emergency Preparedness (REP) Exercise Evaluation					
IS- 340 Hazardous Materials Prevention					
IS-393.a Introduction to Hazard Mitigation					
IS-634 Introduction to the Public Assistance Process					
IS- 812 Emergency Support Function (ESF) #12 Energy					
MGT101 WMD Incident Management/Unified Command					
G-130 Exercise Evaluation Course					
G-197 Emergency Planning and Special Needs Populations					

G-202 Debris Management Planning for State, Tribal and Local Officials					
G-250.7 Rapid Assessment Planning					
G-270.4 Recovery from disaster: The Local Government Role					
G-288 Donations Management Workshop					
G-318 Mitigation Planning Workshop for Local Governments					
G-393 Mitigation for Emergency Managers					
Emergency Assistance Compact (EMAC)					
Legal Issues and Disasters					
Threat Liaison Officer					
Per 240 Weapons of Mass Destruction					
Wisconsin All-Hazards Mitigation Planning Workshop					
Wisconsin Disaster Response & Recovery Operations Workshop					
Introduction to ArcGIS 1 – ESRI					
Introduction to ArcGIS 2 – ESRI					
EMAC Advance Team (A-Team) Course					

Attachment 8

List of Available Maps for Nuclear Power Plants

Maps

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1. Maps

List of maps available for Nuclear Power Plants affecting Wisconsin.

1.1. Point Beach Nuclear Power Plant

1.1.1. Population Distribution

1.1.2. Radiological Sampling Points

1.1.3. Traffic Control Points

1.1.4. Congregate Care and Reception Centers

1.1.5. 50 Mile Ingestion Planning Zone

1.1.6. Siren Locations

1.2. Prairie Island Nuclear Generating Power Station

1.2.1. Base Map

1.2.2. Radiological Sampling/Monitoring Points

1.2.3. Traffic Control Points

1.2.4. Evacuation Routes

1.2.5. 50 Mile Ingestion Planning Zone

1.2.6. Siren Locations

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Severe Weather Incident Annex

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List of Tables

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Wisconsin Department of Transportation/Traffic Management Center (WisDOT/TMC) Wisconsin Department of Transportation/Wisconsin State Patrol(WisDOT/WSP)
Incident Coordinating Agencies	National Weather Service, Chanhassen, MN National Weather Service, Duluth, MN National Weather Service, Green Bay, WI National Weather Service, LaCrosse, WI National Weather Service, Sullivan, WI
Federal ESF Coordinating Agency	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

The Severe Weather Incident Annex outlines the organization, responsibilities, operational concepts, and procedures specific to a state level response to a severe weather incident, when local capabilities are overwhelmed. When possible, state agency responses to severe weather impacts will be through already-established assignments of responsibility in other Wisconsin Emergency Response Plan (WERP) elements.

1.2. Scope

1.2.1. This plan applies to all severe weather incidents that overwhelm local capabilities and could have serious impacts on the State and its population.

1.2.2. For the purposes of this plan:

1.2.2.1 A "severe weather incident" refers to a weather related incident that threatens, or causes disruptions to one or more of the following:

A) Public safety

B) State or regional economy

C) Governmental functions

1.2.2.2 "Localized" is used to describe an incident with the following characteristics:

A) Of short duration

B) Adversely affecting a small number of municipalities, tribes, or counties

C) That may cause:

　(1) Power outages

　(2) Evacuations

　(3) Transportation system disruptions that temporarily isolate an affected area and immobilize a population or limit the ability of the population to evacuate, or both

　(4) Other adverse consequences within a limited geographical area

1.3. Situation Overview

1.3.1. Severe Weather Types

The Wisconsin Threat and Hazard Identification and Risk Assessment (THIRA) an adjunct to the WERP and Appendix to the Wisconsin Hazard Mitigation Plan (WHMP), identifies 13 hazards that could plausibly occur in the state and would have a significant effect on the state. The THIRA includes an in-depth analysis for each of the identified threats and hazards. Severe weather types include:

1.3.1.1 Severe Weather

Including tornadoes and high winds, hail, and lightning.

1.3.1.2 Flooding

Including dam failure, landslide, and land subsidence.

1.3.1.3 Drought and extreme heat

Note: See WERP Drought Annex for further information on state drought response.

1.3.1.4 Winter storms and extreme cold

1.3.2. Severe Weather Impacts

Severe weather may, in a relatively short period of time, create circumstances that threaten public safety by:

1.3.2.1 Overwhelming local, county, and tribal highway crews.

1.3.2.2 Causing power outages that impact electricity-dependent populations, data systems, and critical infrastructure.

1.3.2.3 Overwhelming storm sewer and wastewater treatment facilities.

1.3.2.4 Impairing or make impassable ingress and egress routes from affected areas.

1.3.2.5 Displacing populations.

A) Transportation resources such as roadways and bridges impairing or making impossible evacuation from, or emergency responder access to, affected areas.

1.4. Planning Assumptions

1.4.1. Severe weather events can occur during any season.

1.4.2. Severe weather usually occurs with some advance warning, however some incidents such as flash flooding may occur with very little or no warning.

1.4.3. Severe weather incidents may create significant numbers of people who are temporarily homeless and who require short-term sheltering or moderate-term temporary housing.

1.4.4. During a severe weather incident:

1.4.4.1 A detailed and credible common operating picture may not be immediately available.

1.4.4.2 Initial response activities may begin without complete situational awareness and before the full impact of the incident can be appreciated.

1.4.4.3 Responding agencies must be flexible and scale their activities as the situation warrants.

1.4.5. ESF 5 governs coordination of state support to local jurisdictions during a severe weather incident.

1.4.6. Severe weather incidents involve responders from multiple public safety disciplines. In order to maintain situational awareness and a common operating picture, all responding units should have interoperable communications with the incident command post (ICP) in accordance with ESF 2.

1.4.7. The areas of the state most vulnerable to severe weather are places where people have insufficient shelter and may be difficult to reach with warning messages. Such areas include highways and outdoor places of assembly, such as:

1.4.7.1 Rural areas

1.4.7.2 Fairgrounds

1.4.7.3 Outdoor concert venues

1.4.7.4 Exhibit areas

1.4.7.5 Stadiums, amphitheaters, and other large sports and recreation facilities

1.4.8. Severe weather may directly impact populations in the short or long-term by damaging or destroying:

1.4.8.1 Homes

1.4.8.2 Businesses

1.4.8.3 Public facilities

1.4.8.4 Emergency response equipment and facilities

1.4.9. Severe weather may also indirectly impact populations by damaging or destroying critical infrastructure and key resources assets such as:

1.4.9.1 Hospitals and health care facilities

1.4.9.2 Energy generation or distribution facilities and equipment

1.4.9.3 Water and wastewater treatment facilities and equipment

1.4.9.4 Landline and wireless telecommunications facilities.

1.4.9.5 Internet and data hubs and facilities

2. Concept of Operations

2.1. Monitoring

2.1.1. The WEM Duty Officer (DO) monitors weather conditions across Wisconsin.

2.1.1.1 The NWS offices serving Wisconsin provide WEM with early warning of potential, pending, or occurring severe weather.

2.1.1.2 Emergency managers and volunteer SkyWarn weather observers report severe weather to the WEM duty officer (DO) through:

A) County, local, and tribal emergency managers or WEM regional directors

B) The 24-hour WEM 800.943.0003 telephone number.

2.1.2. The WEM DO Manual provides the WEM DO with standard operating guidelines and procedures to follow when severe weather occurs, threatens, or is predicted. They include:

2.1.2.1 Procedures for webinars, conference calls, and other collaborative meetings intended to apprise state leadership, state agencies, and municipal, county, and tribal emergency managers of potential severe weather.

A) These collaborations are conducted by WEM, in partnership with NWS.

2.1.2.2 Define the means of state agency notification of severe weather incidents in conjunction with individual agency plans unless the SEOC is mobilized.

2.2. Annex Activation

2.2.1. This annex can be activated by WEM management following:

2.2.1.1 A county or tribal emergency manager who requests state level assistance because local resources are either overwhelmed or are threatened with becoming overwhelmed by current or developing severe weather conditions.

2.2.1.2 A request by a WEM regional director who requests state level assistance because resources within his/her region are either overwhelmed or are threatened with becoming overwhelmed by current or developing severe weather conditions.

2.2.1.3 Observed or predicted severe weather conditions in the state.

2.2.2. This annex can also be activated:

2.2.2.1 At the direction of the WEM senior duty officer (SDO) who then notifies the WEM administrator, the adjutant general, and the governor's office.

2.2.2.2 At the direction of the WEM administrator who then notifies the adjutant general, and the governor's office.

2.2.2.3 At the direction of the adjutant general who then notifies the governor's office.

2.2.2.4 At the direction of the governor through a declaration of a state of emergency.

A) A governor's declaration of a state of emergency (§ 323.10 of the Wisconsin Statutes) may mobilize members of the Department of Military Affairs (DMA)/Wisconsin National Guard (WING) to assist with response or help with damage assessment resulting from a severe weather incident.

2.2.3. Legal issues arising from activation or execution of this plan are referred to the DMA general counsel.

2.3. SEOC Elevation

2.3.1. WEM management may direct that the SEOC mobilize in response to severe weather that results in:

2.3.1.1 Evacuations in three or more counties.

2.3.1.2 Shelters opening in three or more counties.

2.3.1.3 Closure of state or federal highways.

2.3.1.4 Potential or actual impacts to critical infrastructure.

2.3.1.5 Requests for significant quantities of response resources.

2.3.1.6 Involvement of two or more state agencies.

2.3.1.7 Potential or actual extensive or prolonged utility outages.

2.3.2. The SEOC communicates with the public through ESF 15.

2.3.2.1 The DMA Public Affairs Office (PAO) produces information for print and broadcast media, social media, and direct outreach to non-government organization partners who can support communications to individuals with functional needs.

3. Agency Activities

3.1. Wisconsin Department of Transportation

WisDOT has overall responsibility for maintenance of state and federal highways in Wisconsin.

3.1.1. WisDOT contracts with counties and tribes for highway maintenance equipment and personnel resources for the maintenance of state and federal highways.

3.1.1.1 WisDOT does not maintain significant highway maintenance equipment and personnel resources.

3.1.2. The Traffic Management Center (TMC) monitors the condition of state highways throughout Wisconsin using:

3.1.2.1 A network of traffic cameras, and

3.1.2.2 Field reports from WSP, various municipal, county, and tribal agencies and reports from the public.

3.1.3. The TMC analyzes data from these inputs to produce reports on highway impairments which are distributed through:

3.1.3.1 Email bulletins, and

3.1.3.2 Interactive map available to the public through the 511 website (http://www.511wi.gov).

3.2. Municipal, County, and Tribal Jurisdictions

3.2.1. Wisconsin is a home rule state.

3.2.1.1 As required by § 323.14(1) of the Wisconsin Statutes, counties, cities, villages, and towns are required to develop emergency management plans compatible with state plans. These emergency management plans should:

A) Include planning to preposition highway maintenance resources when a severe weather event is imminent. Prepositioning resources decreases the time necessary to deploy when conditions warrant. Note: A "highway" means any public way or thoroughfare.

B) Establish trigger points at which, even with mutual aid resources, highways cannot be kept in safe operational condition. When these trigger points are reached, plans should authorize one or more county officials to:

(1) Contact the appropriate WEM regional director to request assistance in keeping highways in a safe condition.

(2) Contact the TMC to request additional assistance or to declare a road, highway, or a portion of a highway closed. Note: A county sheriff can close roads in his/her respective county including that portion of the interstate in the county.

C) Meet the standards of the Americans with Disabilities Act (ADA) (42 U.S.C. §§12101-12213) and other disability rights laws for physical, programmatic, and communications access (e.g. warnings/notifications, evacuations, sheltering, temporary/interim housing).

3.2.1.2 Pursuant to §323.14(4) of the Wisconsin statutes, counties, cities, villages, and towns have the authority and the responsibility to preserve public safety. Counties and local units of governments are required to have plans, compatible with this plan, to:

A) Rescue persons imperiled by a severe weather incident and move them to a place of safety. Such plans must take into account the needs of persons who are not capable of self-rescue in accordance with ESF 1, ESF 13, and ESF 9.

B) Provide appropriate shelter and/or temporary housing as necessary until such time as the emergency has passed and normal conditions are restored in accordance with ESF 6. Such shelters and/or temporary housing must take into account the needs of persons with access and functional needs (see glossary) impairing their use of shelter and/or temporary housing facilities.

3.2.2. Municipal, County, and Tribal highway department mutual aid:

3.2.2.1 Jurisdictions are encouraged to enter into mutual aid compacts with adjoining jurisdictions to share highway maintenance resources to increase capabilitility to maintain highways in a safe operational condition.

3.2.2.2 Jurisdictions can reasonably determine mutual aid trigger points based on the number of trucks, drivers, maintenance personnel, and maintenance facilities, at which they may not be able to maintain highways in a safe operational condition because resources will be exhausted or overwhelmed.

3.2.2.3 Consistent with standard mutual aid plans, mutual aid resources respond only upon request.

A) When requested, all mutual aid resources operate under the direction of the incident commander through the incident command system.

3.2.3. Incident responders of all disciplines should have common communications means in accordance with ESF 2.

3.2.3.1 Interoperable communications should allow all responders to communicate with each other, with incident command posts, jurisdictional EOCs, or responsible public safety communications centers.

3.2.3.2 Interoperable communications is a matter of responder safety, maintenance of situational awareness, and a common operating picture.

3.2.4. Declaration of Emergency

3.2.4.1 County or municipal declaration of a state of emergency. § 323.11 of the Wisconsin statutes allows any local unit of government to declare an emergency for a disaster or the imminent threat of a disaster that impairs transportation, food or fuel supplies, medical care, fire, health, or police protection or other critical governmental systems for the duration of the emergency.

3.2.4.2 Tribes have the authority to declare an emergency as sovereign nations.

4. Supporting Documents

4.1. Attachments

4.1.1. Emergency Conditions/Action Levels

4.1.2. WisDOT Roadway Condition Terminology

4.1.3. State of Wisconsin Threat and Hazard Identification and Risk Assessment (THIRA)

4.2. Agency-Specific Plans and Procedures

4.2.1. Wisconsin Emergency Management Duty Officer Manual

Table 2: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
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9.			
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11.			
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13.			
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Attachment 1

Severe Weather Watches, Warnings, and Advisories

Severe Weather Watches, Warnings, and Advisories

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1. National Weather Service Products

Each National Weather Service (NWS) Forecast Office issues some or all of the following weather related products as conditions warrant. NWS local offices often collaborate with local partners to determine when an alert should be issued for a local area. Products may be issued as a statement, advisory, watch, or warning.

1.1. General Weather Products

The following are descriptions of commonly used general weather products.

Hazardous Weather Outlook

The Hazardous Weather Outlook is a single source of information regarding expected hazardous weather through seven days. It can include information on severe storms, heavy rain, flooding, tropical storms, winter weather, high winds, fire weather, and marine hazards.

Special Weather Statement

Special Weather Statements provide the public with information concerning ongoing or imminent weather hazards, which require a heightened level of awareness or action, but do not rise to the level of watch, warning, or advisory.

1.2. Extreme Cold Related Products

The following are descriptions of commonly used extreme cold related products.

Frost Advisory

A frost advisory means areas of frost are expected or occurring, posing a threat to sensitive vegetation.

Freeze Watch

Issued when there is a potential for significant, widespread freezing temperatures within the next 24-36 hours. A freeze watch is issued in the autumn until the end of the growing season and in the spring at the start of the growing season.

Freeze Warning

Issued when temperatures are forecasted to go below 32°F for a long period of time. This temperature threshold kills some types of commercial crops and residential plants.

Hard Freeze Warning

Issued when temperatures are expected to drop below 28°F for an extended period of time, killing most types of commercial crops and residential plants.

Wind Chill Advisory

> Issued when seasonably cold wind chill values but not extremely cold values are expected or occurring.

Wind Chill Watch

> Issued when dangerously cold wind chill values are possible.

Wind Chill Warning

> Issued when dangerously cold wind chill values are expected or occurring.

1.3. Flood Related Products

The following are descriptions of commonly used flood related products.

Hydrologic Outlook

> Two Types:
>
> 1. Short-term (1 to 7 days) Hydrological Outlooks can be issued to alert the public of the potential for flooding in the near-term such as when heavy rainfall is forecast that could result in flooding or aggravate an existing flood if it occurs.
>
> 2. Long-term (weeks to months) Hydrological Outlooks may also provide river or reservoir level and/or flow information. This information could be used for water supply concerns or projection of snowmelt flooding.

Coastal/Lakeshore Hazardous Message

> Coastal/Lakeshore Hazard Message products provide the public with detailed information on significant coastal/lakeshore events. Coastal/Lakeshore events impact land-based and near shore interests along much of the United States coastline. This product can be issued as a watch, warning, or advisory and follows the same "Be Aware, Be Prepared, Take Action" definitions as with other NWS watch, warning, or advisory products.
>
> A Watch is issued when flooding with significant impacts is possible.
>
> Warnings are issued when flooding posing a serious threat to life and property is occurring, imminent, or highly likely.

Flood Watch

> A Flood Watch is issued to indicate current or developing conditions that are favorable for flooding. The occurrence is neither certain nor imminent. A watch is typically issued within several hours to days ahead of the onset of possible flooding. In situations where a river or stream is expected to be the main source of the flooding, forecast confidence may allow for a Flood Watch to be issued several days in advance.

Flash Flood Watch

A Flash Flood Watch is issued to indicate current or developing conditions that are favorable for flash flooding. The occurrence is neither certain nor imminent. A watch is typically issued within several hours to days ahead of the onset of possible flash flooding.

Flood Advisory

A Flood Advisory is issued when a flood event warrants notification but is less urgent than a warning. Advisories are issued for conditions that could cause a significant inconvenience, and if caution is not exercised, could lead to situations that may threaten life, property, or both.

Flood Warning

A Flood Warning is issued to inform the public of flooding that poses a serious threat to life, property, or both. A Flood Warning may be issued hours to days in advance of the onset of flooding based on forecast conditions. Floods occurring along a river usually contain river stage (level) forecasts.

Flash Flood Warning

A Flash Flood Warning is issued to inform the public, emergency management, and other cooperating agencies that flash flooding is in progress, imminent, or highly likely. Flash Flood Warnings are urgent messages as dangerous flooding can develop very rapidly, with serious threat to life, property, or both. Flash Flood Warnings are usually issued minutes to hours in advance of the onset of flooding.

1.4. Heat Related Products

The following are descriptions of commonly used heat related products.

Excessive Heat Watches

Heat Watches are issued when conditions are favorable for an excessive heat event in the next 24 to 72 hours. A Heat Watch is used when the risk of a heat wave has increase but its occurrence and timing is still uncertain.

Heat Advisory

A Heat Advisory is issued within 12-36 hours of the onset of extremely dangerous heat conditions. The criteria for a Heat Advisory is a peak Heat Index of 100F or a peak Heat Index of 95-99F for a 4 day period. These criteria vary across the country.

Excessive Heat Warning

An Excessive Heat Warning is issued within 12-36 hours of the onset of extremely dangerous heat conditions. The criteria for an Excessive Heat Warning is a peak Heat

Index of 105F, with night time Heat Index not dropping below 75F on either side of it, or a peak Heat Index of 100-104F for a 4 day period. These criteria vary across the country.

1.5. Marine Related Products

The following are descriptions of commonly used marine related products.

Small Craft Advisory

Issued for the Great Lakes Nearshore Zones within 5 miles of the coast. Winds between 24 to 33 knots with waves averaging 4 feet.

Gale Warning

Issued for the Great Lakes nearshore and open waters zones for winds of 34 knots (39 mph) to 47 knots (54 mph).

Storm Warning

Issued for the Great Lakes nearshore and open waters zones for winds of 48 knots (55mph) to 63 knots (73 mph).

Special Marine Warning

A warning issued for potentially hazardous conditions on the Great Lakes, usually of short duration (2 hours or less) producing sustained marine thunderstorm winds or associated gusts of 34 knots or great, and/or hail 3/4 inch or more in diameter, and/or waterspouts.

1.6. Severe Thunderstorm Related Products

The following are descriptions of commonly used severe thunderstorm related products.

Severe Thunderstorm Watch

Severe thunderstorms are possible in and near the watch area. Winds 58 mph or higher or hail 1 inch or larger, or both, are possible. A Severe Thunderstorm watch area is typically large, covering numerous counties or even states.

Severe Thunderstorm Warning

Severe weather has been reported by spotters or indicated by radar or is imminent in the warning area. Warnings indicate imminent danger to life and property. Severe thunderstorms have winds 58 mph or higher or hail 1 inch or larger, or both. Warnings typically encompass a much smaller area (around the size of a city or small county) that may be impacted by a large hail or damaging wind identified by an NWS forecaster on radar or by a trained spotter/law enforcement who is watching the storm.

1.7. Tornado Related Products

The following are descriptions of commonly used tornado related products.

Tornado Watch

> Tornadoes are possible in and near the watch area. Watches are issued by the Storm Prediction Center for counties where tornadoes may occur. The watch area is typically large, covering numerous counties or even states.

Tornado Warning

> A tornado has been sighted or indicated by weather radar. There is imminent danger to life and property. Warnings typically encompass a much smaller area (around the size of a city or small county) that may be impacted by a tornado identified by a forecaster on Radar or by a trained spotter/law enforcement who is watching the storm.

1.8. Winter Weather Related Products

The following are descriptions of commonly used winter weather related products.

Wind Chill Watches

> Issued when there is the potential for a combination of extremely cold air and strong winds to create dangerously low wind chill values. See the NWS Wind Chill Chart.

Winter Storm Watches

> Issued when conditions are favorable for a significant winter storm event (i.e., heavy sleet, heavy snow, ice storm, blizzard conditions, heavy snow and blowing snow or a combination of events).

Wind Chill Advisories

> Issued when low wind chill temperatures are expected but will not reach local warning criteria. Extremely cold air and strong winds will combine to generate low wind chill readings. Take precautions against frostbite and hypothermia. See the NWS Wind Chill Chart.

Winter Weather Advisories

> Issued when snow, blowing snow, ice, sleet, or a combination of these wintry elements are expected but conditions should not be hazardous enough to meet warning criteria. Be prepared for winter driving conditions and possible travel difficulties. Use caution when driving.

Blizzard Warnings

> Issued for frequent gusts greater than or equal to 35 mph accompanied by falling and/or blowing snow, frequently reducing visibility to less than 1/4 mile for three hours or more.

A Blizzard Warning means severe winter weather conditions are expected or occurring. Falling and blowing snow with strong winds and poor visibilities are likely, leading to whiteout conditions making travel extremely difficult. Do not travel. If you must travel, have a winter survival kit with you. If you get stranded, stay with your vehicle and wait for help to arrive.

Ice Storm Warnings

Usually issued for ice accumulation of around 1/4 inch or more. This amount of ice accumulation will make travel dangerous or impossible and likely lead to snapped power lines and falling tree branches. Travel is strongly discouraged.

Wind Chill Warning

Issued for a combination of very cold air and strong winds that will create dangerously low wind chill values. This level of wind chill will result in frostbite and lead to hypothermia if precautions are not taken. Avoid going outdoors and wear warm protective clothing if you must venture outside. See the NWS Wind Chill Chart.

Winter Storm Warnings

Issued for a significant winter weather event including snow, ice, sleet or blowing snow or a combination of these hazards. Travel will become difficult or impossible in some situations. Delay your travel plans until conditions improve.

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Attachment 2

Severe Weather

WisDOT Roadway Condition Terminology

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1. WisDOT Winter Weather Roadway Definitions

18-Hour Service Roadways

When conditions warrant, coverage should be provided up to 18 hours per day during the storm. The gap in coverage is necessary to provide for operator recovery time. The operator recovery time should typically be between the hours of 10:00 p.m. and 4:00 a.m., but will vary with specific storm conditions. Some minimal ability to respond to emergencies should be provided during the hours that full coverage is not provided. Typically, a plow operator's time should not exceed a continuous 18-hour shift. Cycle times for each route should generally not exceed 2 ½ to 3 hours.

24-Hour Service Roadways

The county has a presence on the highway for 24 hours per day during a winter storm event unless passable roadway conditions have been achieved. This would only happen during winter storm events of long duration and when conditions warrant. When this does occur it may mean further reducing the coverage on routes in the "all other" classification to assure available manpower, or extending the winter operation section lengths on the high volume routes. However, continuous coverage does not mean that the county runs three shifts or that there are patrol trucks on the highway 24 hours per day throughout the winter irrespective of the weather conditions.

All Other Highway Classification

Include all those highways not identified as high volume. When conditions warrant, coverage should be provided up to 18 hours per day during the storm.

High Volume Highway Classification

Typically include higways with four or more lanes for through traffic and selected two-lane highways. When determining the need for providing high volume coverage on two-lane highways, the following should be considered:

- Functional classification
- High traffic volumes
- Special service factors
- Planned conversion from two-lane to multi-lane facility

When conditions warrant, 24-hour coverage should be provided during a winter storm.

Passable Roadway

A roadway surface that is free from drifts, snow ridges, and as much ice and snow pack as is practical and can be traveled safely at reasonable speeds. A passable roadway should not be confused with "dry pavement" or "bare pavement", which is essentially free of all ice, snow, and any free moisture from shoulder to shoulder. This "dry/bare pavement" condition may

not exist until the weather conditions improve to the point where this pavement condition can be provided.

Reasonable Speed

Is considered a speed that a vehicle can travel without losing traction. During and immediately after a winter storm event, a reasonable speed will most likely be lower than the posted speed limit. Motorists can expect some inconvenience and will be expected to modify their driving practices to suit road conditions.

Terrorism Incident Law Enforcement and Investigation Annex

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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agency	Wisconsin Department of Justice (WI DOJ)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) /Capitol Police Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Safety & Professional Services (DSPS) Department of Transportation (WisDOT) Public Service Commission (PSC) University of Wisconsin System Police Departments Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Support Entities	Southeastern Wisconsin Threat Analysis Center (STAC) Wisconsin Homeland Security Council (HSC) Wisconsin Joint Operations Center (JOC) Wisconsin Joint Terrorism Task Force (JTTF) Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC)
Non-Governmental Support Organizations	American Red Cross Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WI VOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA) Federal Bureau of Investigation (FBI)

1. Introduction

An act of terrorism in the State of Wisconsin or the region, either foreign or domestic, may produce consequences that will quickly overwhelm the capabilities of local units of government or the state and present a unique set of circumstances not found in other disasters.

1.1. Purpose

This annex is to support an effective, systematic, timely, and coordinated response by state agencies, in particular, as well as law enforcement and criminal justice agencies, in terrorist incidents and threats.

This annex presents an overview of the terrorism-related hazards that could occur in the state. It provides an outline of the concept of operations that may be used and the assignment of responsibilities for a terrorism incident.

1.2. Scope

This annex provides planning guidance and outlines operational concepts for the law enforcement and investigative response to a threatened or actual terrorism incident within the state. Specific capabilities unique to this annex are:

1.2.1.   It acknowledges and outlines the unique nature of each threat or incident along with the capabilities and responsibilities of the various state agencies as well as the local and tribal units of government, primarily regarding the law enforcement and investigative activities.

1.2.2.   A terrorism incident may occur at any time, with little or no warning, affecting single or multiple geographic areas and may result in mass casualties.

1.2.3.   Response to a terrorism incident will have the following operational priorities:

1.2.3.1. Protection of life

1.2.3.2. Stabilization of the incident

1.2.3.3. Security of critical infrastructure

1.2.3.4. Restoration of property and the environment

1.2.4.   Establish the necessary command and control organization involving all necessary agencies working under a unified command structure.

1.2.5.   Responding to an act of terrorism requires an extraordinary level of coordination of the law enforcement response, criminal investigation, on-going security, emergency management, and technical expertise across all levels of government.

1.2.6.   Intelligence information sharing and dissemination is to facilitate the distribution of relevant, actionable, timely information related to terrorism or other major criminal activities to the necessary parties. This is commonly done through the fusion centers in the state.

1.2.7.   Recognize the indicators and warnings within the gathered data of potential trends, indications, or warnings of criminal or terrorist activities against U.S. citizens, government entities, and critical infrastructure.

1.2.8.   Specialized resources may be required to deal with incidents involving weapons of mass destruction (WMD).

1.3. Policies

1.3.1.   Wisconsin's Homeland Security Council (HSC), with the assistance of the fusion centers, develops goals and strategies for Wisconsin's protection. Implementation of these goals and strategies is accomplished through the local, state, tribal, and federal agencies in Wisconsin.

1.3.2.   Homeland Security Presidential Directive 5 (HSPD-5) gives the lead responsibility for criminal investigation of terrorist acts or threats to the U.S. attorney general. The attorney general has designated the Federal Bureau of Investigation (FBI) as the lead agency in the investigation of terrorist acts or threats.

2. Statements and Assumptions

This annex is informed and shaped by the statement and assumptions described in the WERP, CEMP, and the following:

2.1. Definitions

2.1.1.   International Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

2.1.1.1. Involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or of any State;

2.1.1.2. Appear to be intended:

(1) To intimidate or coerce a civilian population;

(2) To influence the policy of a government by intimidation or coercion; or

(3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and

2.1.1.3. Occur primarily outside the territorial jurisdiction of the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to intimidate or coerce, or the locale in which their perpetrators operate or seek asylum.

2.1.2.   Domestic Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

2.1.2.1. Involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State;

2.1.2.2. Appear to be intended:

(1) To intimidate or coerce a civilian population;

(2) To influence the policy of a government by intimidation or coercion; or

(3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and

2.1.2.3. Occur primarily within the territorial jurisdiction of the United States.

2.1.3.   Weapon of Mass Destruction

Defined in Title 18 U.S.C., Chapter 113B, Section 2332a as:

2.1.3.1. Any destructive device as defined in section 921 of this title (i.e. explosive devices);

2.1.3.2. Any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors;

2.1.3.3. Any weapon involving a biological agent, toxin, or vector; or

2.1.3.4. Any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

2.2. Response Assumptions

2.2.1.   All communities are vulnerable to a threatened or actual terrorism incident which may:

2.2.1.1. Occur at any time with little or no warning.

2.2.1.2. Involve single or multiple geographic areas.

2.2.2.   Law enforcement officials will evaluate all threats to determine the validity or credibility of the threat.

2.2.3.   There may be issues involving the preservation of evidence and the possible contamination of victims.

2.2.4.   Secondary or subsequent attacks are likely and must be considered by all responders as they may be targeted.

2.2.5.   Terrorists may use diversionary tactics to draw first responders away from or slow the response to the main target.

2.2.6.   Terrorism incidents may involve:

2.2.6.1. Damage or disruption to computer and communications systems.

2.2.6.2. Attacks to critical infrastructure and key resources (CIKR) facilities, utilities, and transportation systems that will limit the emergency response operations.

2.2.7.   If the terrorism incident is a biological or WMD attack:

2.2.7.1. The agent or device may be geographically dispersed without a defined incident site.

2.2.7.2. The response will involve personnel with the appropriate personal protective equipment and specialized equipment.

2.2.7.3. The agent used in the attack may be contagious or require quarantine by health officials.

2.2.7.4. The symptoms from exposure to such an attack may not exhibit for some time.

2.2.8. The suspected or actual involvement of terrorists may complicate the incident management. The establishment of a traditional incident command system (ICS) and its components may not be feasible.

2.3. Large-scale Incident Considerations

Response to a large-scale terrorism incident may be further shaped by the following considerations. A large-scale terrorism incident may:

2.3.1. Require a significant state and federal response. It may take from 12 to 72 hours to deploy federal and other large-scale resources.

2.3.2. Necessitate federal assistance and the activation of the National Response Framework (NRF) by the president.

2.3.3. Require specialized medical treatment, transportation to distant medical facilities, or establishment of temporary medical facilities in the field. Injuries may be both physical and psychological.

2.3.4. Result in mass fatalities. Special mortuary arrangements may be necessary.

3. Concept of Operations

This section specifically addresses operational systems in place for a response to a threatened or actual terrorism incident requiring state support to one or more locations.

3.1. Mobilization Triggers

3.1.1. An Imminent Threat advisory is issued by U.S. DHS for Wisconsin or the immediate region.

3.1.2. A terrorism incident of significance has occurred in a neighboring state or another area of the United States that may have the potential to involve the State of Wisconsin.

3.2. Response

3.2.1. The response to a terrorism incident will be guided by the general concept of response operations for state support to local jurisdictions and tribal nations as described in the WERP.

3.2.2. In a terrorism incident certain federal agencies will automatically deploy.

3.2.3. Local, state, tribal, and federal agencies will use established procedures for managing the incident.

3.3. Operations

3.3.1. The response operation will give consideration and be guided by the following:

3.3.1.1. Preserving life, health, and safety of victims and responders.

3.3.1.2. Prevention of further injury or damage including providing accurate public information and crisis communications.

3.3.1.3. Preventing the terrorism threat from being carried out or an existing terrorism incident from expanding.

3.3.1.4. Law enforcement activities including, but not limited to:

(1) Crime scene management

(2) Incident investigation

(3) Collection and preservation of evidence

(4) Maintenance of public order

(5) Patrolling dangerous areas

(6) Guarding property

(7) Directing traffic

3.3.1.5. Locating and rendering safe any WMD including their containment, recovery, and disposal.

3.3.1.6. A large-scale rescue, fire suppression, and hazardous materials (Hazmat) response.

3.3.1.7. Evacuation and any necessary sheltering along with the procurement and distribution of necessities for victims.

3.3.1.8. Restoration and maintenance of essential community services (e.g. CIKR).

3.3.1.9. Protection of the environment.

3.4. Situations

3.4.1. Incidents on state, tribal, and federal property will be coordinated between local, tribal, state, and federal agencies, as appropriate.

3.4.2. There are five categories of WMD incidents. These are: chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) with injury coming from inhalation, absorption, ingestion, or injection of contaminants. The impact to the public is intensified by the inability to quickly identify or contain the effects of a biological or chemical agent.

3.5. Intelligence Management

An important and unique capability in this annex is the collection, analysis, archiving, and dissemination of intelligence related to a terrorist threat, special event, or incident.

3.5.1. Multidiscipline intelligence units will most likely need to be organized.

3.5.1.1. This unit will disseminate information between the various operations centers and coordination groups.

3.5.1.2. The unit is responsible to prepare briefings and reports concerning the status of the incident.

3.5.2.   It is understood that intelligence received regarding terrorism may not be able to be released to all of the emergency management and response individuals involved in the incident.

3.6. Organization

3.6.1.   The HSPD-5 which is the management of domestic incidents states, "The attorney general has lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad…Generally acting through the Federal Bureau of Investigation, the attorney general, in cooperation with other federal departments and agencies engaged in activities to protect our national security, shall also coordinate the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States."

3.6.2.   WI DOJ is the lead coordinating agency for the State of Wisconsin in a terrorism incident and will establish a command structure in cooperation with the federal response agencies.

3.6.3.   The federal command structures are found in the National Response Framework, Terrorism Incident Law Enforcement and Investigation Annex. They include:

3.6.3.1. FBI command post

3.6.3.2. Federal or FEMA joint operations center

3.6.3.3. On-scene coordination and unified command

3.7. Consequence Management

3.7.1.   There may be established a consequence management group from the joint operations center (JOC) that consists of representatives of agencies that will provide focused expertise in support of law enforcement agencies responsible for response and recovery efforts.

3.7.2.   It may be necessary to restrict the dissemination of some of the information due to the sensitivity, sources, and methods to obtain the information to certain emergency management and other agencies. Information will be released to those who have a "need to know."

3.7.3.   Consequence management activities and those involved will participate in the incident command or SEOC operations.

3.7.4.   A joint information center (JIC) will be staffed by the necessary agency representatives so that information that is collected, validated, and approved can be released to the public.

4. Agency Responsibilities

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 responsibilities that are unique to terrorism incidents, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

4.1. Local Role

Table 4-1: Local Unit of Government Functions

Agency	Functions
Local Units of Government	**Response** • Establish an ICS to manage the incident. • Responders from different emergency response organizations will be at the scene of a terrorism incident first and will have direct control of their own resources and response functions following on-scene IC. • Provide assistance to jurisdictions and region as may be appropriate in accordance with mutual aid agreements. • Coordinate with the SEOC for the activation and use of state and federal resources under mutual aid as may be appropriate.
	Resources • Local law enforcement agencies: comprised of county sheriff's, municipal, and tribal law enforcement agencies • Local law enforcement mutual aid agreements for resources • Local fire services: comprised of units serving single and multiple jurisdictions with mutual aid through MABAS system • County and regional hazmat response system • Bomb squads and SWAT teams o Bomb squads and SWAT teams exist in Wisconsin affiliated with local law enforcement agencies some of which operate through the Aligned Law Enforcement Response Team (ALERT) program. • K-9 Units available through some law enforcement agencies. • Assistance in SAR operations

4.2. Lead State Coordinating Agency – Wisconsin Department of Justice

Table 4-2: Lead Coordinating Agency Functions

Agency	Functions

Wisconsin Department of Justice (Lead Agency)	**Response**
	Agency functions as found in ESFs 2, 3, 5, 10, and 13. Specifically:
	• The Wisconsin Department of Justice (WI DOJ)/Division of Criminal Investigation (DCI) investigates crimes that are statewide in nature or importance. Agents work closely with local and federal officials to investigate and prosecute crimes involving homicide, arson, financial crimes, illegal gaming, computer crimes, drug trafficking, government corruption, and terrorism.
	• State crime labs and evidence technicians for response and technical assistance
	• The state designated primary intelligence fusion center, WSIC is owned and operated by the DCI.
	   o Tasked as the primary intelligence and information gathering and sharing entity for the state in dealing with matters of national security, terrorism, crime,as well as natural, technological, and human-caused threats or disasters.
	   o Works with integrated partners and the US DHS to coordinate the handling of national security information for briefings to the governor, attorney general, adjutant general (homeland security advisor), and other key officials.
	   o Coordinates the deployment of the mobile support unit (MSU), to support local, tribal, and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters.
	• Gather evidence, intelligence, information, and assist with the investigation of crime scenes, as needed.
	• Provide major case support in the form of telephone and recorded call analysis, computer analysis, and installation of sophisticated electronic devices used in criminal investigations.
	• Provide staff for the JIC and field operations as requested.
	• Provide legal resources to establish quarantine authority, if necessary.
	
	Resources
	• Coordination between WSIC, STAC, and JTTF
	• DCI investigative personnel and staff to assist in investigative matters.
	• Crime lab and field response team: provides technical support and services for the inspection of evidence recovered during a criminal investigation.
	• DCI tactical response team
	• State fire marshals if required
	• Wisconsin TIME System: provides communications and support to law enforcement personnel.
	• Assistant Attorneys General: provide support to district attorneys, county corporation counsel, and related legal issues.
	• Criminal analysts to assist investigators, managers, and command staff on scene or remotely with information and intelligence analysis and dissemination.
	• MSU to support local and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters.

Agency	Functions
	• Wisconsin Crime Alert Network • Threat/fusion officers relationship with nearly 800 trained "first preventers" throughout the state

4.3. Wisconsin Governmental Support Agencies

The WERP Basic Plan outlines other state agency responsibilities. Each agency has the responsibility of implementing their individual agency plan and standard operating procedures.

The following state agencies have a specific role and responsibility in a terrorism incident. This listing also identifies some of the WMD resources available through the agency. However, the level and extent of the response may depend upon a declaration of a state of emergency by the governor.

Table 4-3: State Government Support Agencies Functions

Agency	Functions
Department of Administration	**Response** Agency functions as found in ESFs 1, 2, 3, 5, 6, 7, 12, 13, and 14. Specifically: • Provide assistance with business continuity. • Provide relocation assistance of state agencies and functions as required. • Coordinate the funding of state agency assets as needed. • Provide or assist in obtaining needed products and services from surplus property, state contracted vendors, or other outside vendors for emergency equipment and supplies. • Provide assistance with relocation of state agencies and functions as may be needed. • Provide support for Strategic National Stockpile (SNS) activities. o Negotiate contracts with carriers (e.g. FedEx, UPS, U.S. Postal Service) for trucks to move SNS materials from the receipt, store, and stage remote storage site (RSS) warehouse to distribution and dispensing sites. o Provide back-up vehicles (i.e. trucks) from the Wisconsin Office of Fleet Management to transport SNS materials from the RSS warehouse to the distribution and dispensing site(s). • Identify office space and assist in relocating state agencies and operations, as may be necessary depending upon the type of incident. **Response: Capitol Police** • Provide security at state capitol along with state buildings and facilities. • Assist local law enforcement • Assist with dignitary protection --- **Resources** • Provide Capitol Police staff to support law enforcement functions, if available. • Maintain a listing of available government owned or lease space. • Provide various state transportation resources. • Listing of vendors for goods and services that are available in emergencies. • Staff of architect and engineers to assist in damage assessment.

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	**Response** Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically: • Provide laboratory support of analysis of cultures, specimens, or other materials that could support evidence of a terrorist incident. • Provide a liaison to the U.S. Department of Agriculture (USDA) on related animal or human diseases and food or water supply contamination caused by a terrorist incident. • Conduct field investigations and lab assessments on animal disease outbreaks including those that could be transmitted to humans. • Provide inspectors for sampling and testing in the event of suspect food and water supply contamination. • Place embargoes or holds on food products that may be contaminated including recalling suspect food items from distributors. • Activate a toxic response team to evaluate agriculture chemical spills or evaluate unknown chemical contamination. • Place animal quarantines on contaminated or affected livestock, if necessary. • Assist in the inspection of flammable combustible storage tanks.
	Resources • Food Safety, Toxic Spill Response, and Foreign and Domestic Animal Disease Response Teams • WI Veterinary Diagnostic Laboratory (Foreign and Domestic Animal Disease Response) • WI DATCP Bureau of Laboratory Services (BLS) to provide assistance with biological and chemical testing within the laborotorys scope. • Consumer protection hotline
Department of Corrections	**Response** Agency functions as found in ESF 13. Specifically: • Select, transport, and supervise an inmate work detail to assist with clean up, as requested. • Receive notifications from WEM of the potential threat and implement proper safety and security procedures. • Activate the Wisconsin Correctional Institution Disturbance Plans as needed. • Possible relocation of inmates within the affected area(s).
	Resources • Supervisory personnel available to assist in monitoring inmates assisting with cleanup. • Trained corrections staff that may be able to supplement some law enforcement functions.

Agency	Functions

Department of Health Services	**Response**
	Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically:
	• Provide resources and technical expertise to assist local public health and medical personnel conduct activities related to investigating deaths or illnesses that are unexplained, unusual, known, or suspected of involving nuclear, biological, or chemical (NBC) agents.
	• Assist agencies and jurisdictions with unknown substances involving packages/letters according to protocol of the Division of Public Health and the WI State Laboratory of Hygiene. (see Attachment 3, "Unknown Substance/Package/Letter " dated May, 2013 and "Handling Powder-Contaminated Letters or Packages")
	• Coordinate notification, investigation, assessment, and response activities with the U.S. Department of Health and Human Services (HHS), the Public Health Service, the Centers for Disease Control and Prevention (CDC) and other federal agencies, as necessary.
	• Assist local public health and medical personnel with developing and providing technical and risk assessment information for public dissemination on the NBC agent(s) involved.
	• Provide state assistance and resources for emergency medical and mass care services.
	• Provide technical assistance regarding decontamination activities. Request the activation of the National Disaster Medical System (NMDS) as needed.
	   ○ Assist with the acquisition of medical countermeasures and the associated activities surrounding mass prophylaxis. Request resources from the SNS Program as necessary.Refer to the State of Wisconsin Strategic National Stockpile Plan held with WI DHS Individual Agency Plans. SNS can be delivered to Wisconsin within 12 hours of an approved request.
	   ○ Request SNS activation by local officials by contacting WEM and WI DHS. The governor will be notified if the problem appears serious enough to require activation of the SNS. The governor will formally request the SNS from the CDC or include the request as part of a formal request for federal assistance through the NRF.
	   ○ Operation of SNS will be in accordance with procedures listed in the State SNS Plan.
	• Assist with tracking the number of causalities and fatalities.
	• Coordinate behavioral health counselors through Wisconsin Emergency Assistance Volunteer Registry WEAVR.
	• Assist in the deployment of volunteers if activated.
	• Assist local agencies with the coordination and provision of emergency human services (e.g. crisis counseling, sheltering, special needs, congregate care, feeding, and welfare inquiries.).

Agency	Functions
	Resources • Staff available on a 24-hour basis for investigating, assessing, and providing technical advice and assistance for incidents known or suspected of involving Nuclear, Biological, or Chemical (NBC) agent(s) or to assist with the provision of emergency human services. • Coordinate with State Laboratory of Hygiene to provide analysis services. (See University of Wisconsin – Madison, Wisconsin State Laboratory of Hygiene). • Staff or listing of trained victim counselors.
Department of Natural Resources	**Response** Agency functions as found in ESFs 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 14, and 15. Specifically: • Assist with determining priorities for initial response to terrorism incidents that involve WMD. • Provide technical advice to first responders and emergency management personnel. • Air, water, and waste treatment monitoring. • Participate on the federal regional response team (RRT) for hazardous substance response and CBRNE. • Assist with the assessment and coordination of debris and waste disposal. • Activate additional resources as needed. • Provide air and water monitoring as well as soil sampling. • Provide support to local law enforcement as requested: • Security at public sites by request of executive order or assist at request of local law enforcement (e.g. shelters, hospitals, temporary morgue, JIC)
	Resources • Wardens and certified law enforcement officers • Spill coordinators • Dam safety specialists • Air and water quality operators • Fire specialists • Specialized vehicles and equipment • Emergency response and IMT teams
Department of Safety & Professional Services	**Response** Agency functions as found in ESFs 3, 6, and 12. Specifically: • Assist in the inspection of buildings and waste treatment systems. • Assist in the restoration of buildings and wastewater treatment systems. • Assist in identifying licensed contractors to provide repair and construction services as well as expediting their credentialing. • Assist in expediting building plan review and inspections during the recovery phase. • Provide engineering expertise to inspect public structures and infrastructure for safety. • Collect and report damage assessment as appropriate.
	Resources • Staff for inspections of damaged buildings and other related structures • Staff for plan review and other related activities

Agency	Functions
Department of Transportation	**Response** Agency functions as found in ESFs 1, 2, 3, 5, 7, 9, 10, 11, 12, 13, 14, and 15. Specifically: • Provide evacuation routes and control points in addition to re-routing traffic as the incident progresses. • Perform damage assessment of highways and bridges. • Assist in debris removal from main roadways for the critical movement of response personnel.

	Resources
	• Information and support to the SEOC from the Wisconsin Department of Transportation(WisDOT)/Traffic Management Center (TMC), staffed 24/7/365
	• Freeway Service Teams (FST).
	• Engineering services for highways, streets, bridges, and other components to assist in the movement of traffic
	• Specialized equipment such as front-end loaders, backhoes, and traffic control devices
	• Monitoring
	   o Closed-circuit television cameras (CCTV)
	   o Roadway detectors and congestion maps
	   o Road weather information systems
	• Traffic flow management
	   o Ramp control, meters, and gates
	   o Traffic signal systems
	• Traffic information systems/programs
	   o 511
	   o Twitter
	   o Traffic incident alerts (TIAs)
	   o Dynamic message signs (DMS)
	   o Portable changeable message signs (PCMS)
	   o Highway advisory radio (HAR)

Public Service Commission	**Response**
	Agency functions as found in ESFs 3, 12, and 14. Specifically:
	• Liaison with energy suppliers to assist in restoring services as soon as possible.
	• Liaison with tele-communications providers to provide emergency communications and restore services.
	• Liaison with water and sewer system utilities along with other state agencies in the restoration of these utilities.
	• Assist utilities with:
	   o Determining the extent of the damages and outages
	   o Restoration of services
	• Collect/report damage assessment as appropriate.

	Resources • Staff to assist in the liaison between the utility companies and the SEOC • Staff with specialized knowledge in power or energy, or both, systems

Agency	Functions
University of Wisconsin & System Police Departments	**Response** • Agency functions as found in ESF 13. Specifically: • Provides complete laboratory services for appropriate state agencies and local health departments in the areas of water quality, air quality, public health, and contagious disease • Performs laboratory tests and consultations with health officers and local agencies to prevent and control diseases and environmental hazards • Provide coordination with other state laboratories as appropriate. • Provide law enforcement support as needed.
	Resources • Wisconsin State Laboratory of Hygiene • University System certified police officers and security staff

Department of Military Affairs: Wisconsin Emergency Management	**Response**
	Agency functions as found in the WERP, ESFs, and related annexes. Specifically:
	• Coordinate and support the mission of prevention, protection, mitigation, response, and recovery in such an incident to local jurisdictions and tribal governments.
	• Operation of the SEOC.
	• Coordinate the response of state agencies, federal assistance, and Voluntary Organizations Active in Disaster (VOAD).
	• Coordinate the federal and state assistance to local governments. Provide crisis communications, damage assessment reporting, and emergency police services (EPS) (including the WEM mobile command post.)
	• Receive information regarding a potential or actual terrorist threat or incident, including those involving WMD, through the WEM duty officer (DO).
	• Advise the HSC, the governor, state legislature, state agencies, local, and tribal units of government, as may be appropriate, of the nature, magnitude, and impacts of the terrorism incident.
	• Provide or assist in obtaining needed products and services from state contracted vendors or other outside vendors for emergency equipment and supplies.
	• Request and administer federal assistance as appropriate.
	• Provide support for SNS activities.
	   ○ In coordination with WI DHS, assist the governor when requesting assets from the SNS.
	   ○ Through the EPS deputy director, provide the security function lead for SNS.
	   ○ Through the EPS, provide back-up security for RSS warehouse.
	   ○ Coordinate with the WING, WisDOt/Wisconsin State Patrol (WSP) and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains) as resources allow.
	• Provide support to local law enforcement through EPS.
	• Ensure that prisons and jails are notified of the potential threat and determine whether proper safety and security procedures are being taken using EPS procedures.
	• Request activation of Search and Rescue (SAR) teams as needed.
	• Collect and evaluate disaster assessment information.
	• Provide assistance with business continuity.

Agency	Functions

	Resources
	• SEOC. The SEOC is the primary location for coordinating the state's emergency response and recovery activities.
	• EPS coordinates the deployment of the mobile command center and hand-held radios that augment county, tribal, or municipal communications capabilities in an emergency/ disaster situation.
	• Wisconsin Hazardous Materials Response System
	• Inter-state mutual aid system
	   ○ The Emergency Management Assistance Compact (EMAC) is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters.
	   ○ All states, the District of Columbia, and three territories participate in the EMAC System.
	• Secure Video Teleconference System (SVTS)
	• An Integrated System Digital Network (ISDN) phone line that uses signal encryption to provide a secure system for the delivery of sensitive information.

Department of Military Affairs: Wisconsin National Guard	**Response**
	Agency functions as found in all 15 ESFs. Specifically:
	• Liaison with other military support units providing specialized services according to each unit's capabilities.
	• Upon approved Request For Assistance, provide the following support to civil authorities:
	   ○ Traffic Control Strike Team(s) (support to law enforcement); traffic control, road blocks and check points
	   ○ Manpower Support (support to law enforcement); quarantine reinforcement, scene containment, crime scene integrity, site security (security at incident command site(s) (e.g. EOC, command post, distaster site, jail, shelters, hosptials, temporary morgue, joint information center), and presense patrols.
	• Coordinate the request for a full time civil support team (CST) from a neighboring state through the EMAC system.
	   • "Provide support for SNS activites:
	   ○ Through the military support officer for the Wisconsin Department of Military Affairs (DMA), serve as the lead person for arranging use of WING assets in an incident involving SNS assets.
	   ○ Serve as the primary designee for airport and RSS warehouse security.
	   ○ Provide Transportation Support to transport SNS materials fromm the RSS warehouse to the distribution and dispensing site(s).
	   ○ Work with WEM EPS, WSP, and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation by providing Transportation Support (air and ground).
	• Provide limited public information, transportation, and medical personnel.
	• Assist with the coordination and facilitation of state and federal military assets.

Agency	Functions
	Resources • The 115th Fighter Wing (115th FW), WING, maintains a military ordinance disposal team at its base in Madison. In the event of an incident involving military explosives, the 115th FW Explosive Operational Device (EOD) team may respond. Requests for the 115th FW EOD team are made through the WEM DO. • Provides numerous support services referred to as specialized units and Mission Ready Packages as listed in the various ESFs and WING Domestic Operations and Civil Support resource guide.

Department of Transportation: Wisconsin State Patrol	**Response**
	Agency functions as found in ESFs 10, 12, and 13. Specifically:
	• Provide staff for traffic control and law enforcement support activities.
	• Coordinate traffic evacuation routes with WisDOT.
	• Assist with SAR.
	• Provide requested support to local law enforcement for:
	    o Crowd and traffic control
	    o Scene containment
	    o Quarantaine enforcement
	    o Crime scene integrity
	    o Security at incident command sites (e.g. EOC, command post, disaster site, jail)
	    o Security at public sites (e.g. shelters, hospitals, temporary morgue, joint information center)
	• Provide information, assistance, and notification support.
	• Provide security for the transportation of cultures, laboratory specimens, or other materials that could support evidence of a terrorism incident.
	• Provide escort to SNS trucks from the RSS to points of dispensing.
	• Work with WEM EPS, WING, Federal Highway Administration, and local and tribal law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains), as resources allow.
	• Assist in dignitary protection.

	Resources • State troopers and truck inspectors • Aerial support

4.4. Federal Role

The National Response Framework (NRF), Terrorism Incident Law Enforcement and Investigation Annex outline the procedures to request federal assistance and details the responsibilities assigned to the federal agencies that could be involved in a terrorism incident. The activation and extent of involvement of these agencies is dependent upon the specific situation and various other factors including whether or not local and state resources have been exhausted, state emergency declaration(s), federal declaration(s), etc. Federal agencies will continue supporting local efforts as necessary during the recovery phase of the incident.

Table 4-4: Federal Agencies Functions

Agency	Functions
Federal Emergency Management Agency	**Response** US DHS coordinates the implementation of a comprehensive national strategy to secure the United States from terrorist threats or attacks as well as natural and man-made disasters. The HSC advisor (the Adjutant General) posts any threat or security level changes in coordination with WI DOJ. FEMA Consequence Management role in WMD response is to: • Coordinate federal consequence management efforts. • Coordinate federal offsite activities for functions other than radiological monitoring and assessment. • Promote the effective response by federal agencies at the national level and at the scene of the accident. Keep the president informed of all aspects of an emergency not covered by the lead federal agency reports. • Coordinate 28 urban search and rescue (USAR) task force teams. • Respond to natural, technological, and human-caused disasters to locate and rescue victims of structural collapse. • Provide mobile telecommunications, operational support and life support, and power generation assets for the on-site management of disaster and all-hazard activities. • USAR teams: Provide trained and equipped USAR teams and coordinate with FEMA for the utilization of civilian USAR teams.
	Resources • Nuclear Emergency Search Team (NEST) provides specialized technical expertise to federal response agencies involved with radiological incidents.

Agency	Functions

U.S. Department of Justice	**Response: Federal Bureau of Investigation (FBI)**
	• Briefs the U.S. attorney general, who notifies the president and the National Security Council groups that a federal crisis management response is required.
	• Activates multi-agency crisis management structures at the FBI headquarters, the FBI field office, and the incident scene.
	• The JOC will be composed of four main groups: Command, operations, consequence management, and support.
	  o The command group is comprised of senior officials from various levels of government who coordinate and decide on incident matters pertaining to the federal response and in support of state and local initiatives.
	  o The operations group consists of the following components:
	    • *Information intake (or control): Central point for receiving information. Ensures that phone calls, emails, faxes, and other information are assessed for relevance to the threat, incident, or special event and relevant information is disseminated to the JOC.*
	    • *Intelligence: Collect, process, analyze, and disseminate current and valid intelligence data. Provide situation briefings to the individuals/groups designated by the command group.*
	    • *Investigative: Initiate and perpetuate the investigative activity. Document crisis response and develop, assign, and ensure completion of investigative leads.*
	    • *Tactical: Direct and coordinate all tactical personnel at the crisis site. Make recommendations and provide situational briefings to the command group.*
	    • *Technical: Direct and coordinate all technical personnel at the crisis site. Make recommendations and provide situational briefings to the command group.*
	    • *Surveillance: Direct and coordinate both ground and air surveillance units. Determine feasible options, make recommendations, and provide situational briefings to the command group.*
	    • *Negotiations: Direct and coordinate all negotiations personnel at the crisis site. Develop appropriate negotiation options and make recommendations to the command group.*
	  o Consequence management group: Manage the additional assets that will respond to the incident.
	  o The support group supports the operations group as it pertains to logistical, legal, media, administrative, and liaison matters.
	  o Request that federal agencies deploy a representative to the FBI Headquarters Strategic Information and Operations Center (SIOC) and take other actions as necessary and appropriate to support crisis management.
	Response: U.S. Marshals Service
	• Provide security to the federal judiciary and courts.
	• Provide detection and confiscation of weapons.

Agency	Functions
	Resources: FBI • Domestic Emergency Support Team (DEST): As the lead federal agency for crisis management, the FBI manages the crisis, bringing the necessary assets to respond and resolve the threat. These activities operate within a unified command structure. ○ During an incident, the FBI Critical Incident Response Group will coordinate the composition of the DEST. • The WMD Operations Unit will coordinate all incidents where WMD is used.
Department of Defense	**Response** • Upon activation, provide resources for the incident to state and local units of government, as appropriate.
	Resources • Regional WMD Civil Support Team (CST): Regional full-time, fully equipped teams are the 55th Civil Support Team located in St. Paul, MN and the 5th Civil Support Team in Bartonville, IL. • Military Support to Civilian Agencies (MSCA): Provide active duty military support to supplement the efforts of civilian agencies after the state, local, and private resources are exhausted or deemed totally inadequate for the situation.
Department of Health & Human Services	**Response** • Upon activation, provide resources for the incident to state and local governments, as appropriate. **Response: Center for Disease Control and Prevention (CDC)** • Establish guidelines and procedures for safe response, evidentiary collection, exposure assessment, and laboratory involvement for sample analysis and the determination of threat validity. • Upon request from WI DHS, medically assess and evaluate people with potential exposure to determine if post-exposure treatment is warranted.
	Resources: CDC Public Health Surveillance Program • Assist state and local planning and preparedness efforts to enhance outbreak detection and reporting and to improve laboratory and epidemiological capacity at the local, tribal, state, and CDC levels.

Agency	Functions

	Resources: Assistant Secretary for Preparedness and Response
	• National Medical Response Teams (NDMS) is the first component of the NDMS medical response. This includes personnel, teams and individuals, supplies, and equipment. The NDMS Response Teams can include:
	    o Disaster Medical Assistance Teams (DMATs). These teams can be deployed in 12 hours or less and are self-sufficient for at least 72 hours.
	    o Disaster Mortuary Teams (DMORTs). DMORTs assist with the identification of bodies and all other aspects of mortuary services.
	    o Veterinary Medical Assistance Teams (VMAT)
	    • Strategic National Stockpile (SNS) Program
	• Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States.
	• Strategic National Stockpile (SNS) Program
	   Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States.

Department of Energy	**Response** • Upon activation, provide resources as appropriate for the incident to state, tribal, and local governments.
	Resources • Radiological Assistance Program (RAP): Provides resources and expertise to agencies that respond to incidents involving radioactive materials. There are eight RAP regions and each region has one or more response teams. If the incident involves DOE-owned material, the RAP team will automatically respond or can be requested for general assistance for non-DOE owned materials.
Environmental Protection Agency	**Response** • Coordinate all federal containment, removal and disposal efforts and resources during an incident using the National Oil and Hazardous Substances Pollution Contingency Plan (NCP).
	Resources • Chemical Emergency Response Team: Provides special decontamination equipment for chemical releases and advises the on-scene coordinator (OSC) in hazard evaluation, risk assessment, multimedia sampling and analysis, and on-site safety.
U.S. Postal Inspection Service	**Response** • Investigate threats or acts of terrorism related to the use of the U.S. Postal Service, destruction of postal property, or threats or acts of violence against postal employees.
	Resources • Postal investigators
	Response • Complete risk analysis and assess the security needs of federal buildings.

Agency	Functions
General Services Administration: Federal Protective Services	**Resources** • Officers for armed security protection

Other federal agencies – upon activation, provide resources as appropriate for the incident to state and local governments. See the National Response Framework for details.

4.5. Non-Governmental Support Organizations

Table 4-5: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	**Response** Agency functions as found in ESFs 6, 7, 8, 11, and 14. The American Red Cross has developed a WMD/Terrorism (WMD/T) Annex that provides guidance for state and local chapters to respond to terrorism incidents. This annex details the American Red Cross response and recovery activities. Specifically: • Congregate care (e.g. temporary shelter, food, clothing, etc.) • Long-term support for first responders • Crisis counseling • Volunteer management • Service for access and functional needs populations (with the exception of access and functional needs sheltering)
	Resources • Support disaster relief operations by providing shelter, food, health and mental services, and emergency supplies to those affected.
Salvation Army	**Response** Agency functions as found in ESFs 6 and 14. Specifically: • Assistance in providing necessities to survivors and relief workers. • Provide distribution services or be a center for receiving and distributing donated items. • Food • Emotional and spiritual care
	Resources • Mobile feeding units • Basic needs supplies for survivors
Wisconsin Voluntary Organizations Active in Disaster	**Response** Agency functions as found in ESFs 6 and 14. Specifically: • Coordination of disaster volunteer services. • Assist in long-term recovery efforts, working in partnership with the American Red Cross and the Salvation Army.
	Resources See ESF 6, Attachment 3. Specifically: • Debris removal, sheltering services, water/food, and basic needs

Depending upon the nature and scale of the incident, there may be the need for additional assistance and resources. Information on other supporting agencies along with their related response and resources can be found in the Catastrophic Incident Annex of the WERP.

5. Supporting Documents

5.1. Attachments

5.1.1.   Threat Characteristics

5.1.2.   Terrorist Incident Response Checklist

5.1.3.   Wisconsin Division of Public Health handouts; "Unknown Sustance/Package/Letter" protocol and "Handling Powder-Contaminated Letters or Packages"

5.2. References

5.2.1.   Federal National Response Framework (NRF), Terrorism Incident Law Enforcement and Investigation Annex

5.2.2.   Wisconsin National Guard, Domestic Operations & Civil Support Resource Guide

Table 5-1: Record of Change

#	Date	Agency/Individual	Change
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2.			
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Attachment 1

Threat Characteristics

Threat Characteristics

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1. Radiological Incident

1.1. Overview

A radiological incident, in the context of terrorism, can be described as the intential release of radioactive material in sufficient quantity to constitute a threat to public health and safety. A radiological incident could involve airborne radioactive material or radioactive contamination of the environment, or both. The degree and area of a radiological incident could vary greatly depending on the type and amount of the release as well as current and future weather conditions. Response to a radiological incident requires specialized personnel who have been properly trained and equipped.

A radiological incident would likely result in massive social and economic disruptions in the affected areas. Access to and from an affected areas would need to be appropriately managed. Those individuals that received a high dose of radiation would require transportation, hospitalization, and lengthy supportive care. The number of fatalities would likely be low. However, special arrangements would be needed to handle and transport contaminated bodies. A decontamination of the affected area would be required. The cascading effects associated with a radiological release could cause major disruptions in transportation and other services nationwide.

Social and economic disruptions would be more widespread if a radiological incident was located in a densely populated area or if radioactive material is carried downwind or downstream, or both, to a densely populated area. A radiological incident affecting a densely populated area would quickly exceed local, state, and regional response capabilities. The rapid deployment of national assets such as Hazardous Material Teams, Emergency Medical Teams, and National Guard Weapons of Mass Destruction (WMD) Civil Support Team (CST) would be critical to response.

1.2. General Indicators

Radiation cannot be detected by the human senses, only by radiation detection instruments. However, radiological exposure can result in observable effects such as radiation sickness or death. The severity of the exposure effects depend on the amount of radiation dose. Acute radiation sickness occurs when an individual is exposed to a large amount of radiation within a short period.

1.2.1   Symptoms of acute radiation sickness include:

      1.2.1.1.   Changes in blood cells and blood vessels

      1.2.1.2.   Skin irritation (similar to sunburn but lasting three weeks)

      1.2.1.3.   Gastrointestinal system effects

      1.2.1.4.   Nausea and vomiting

      1.2.1.5.   Diarrhea

1.2.1.6.   High fever

1.2.1.7.   Hair loss

1.2.1.8.   Dermal burns

1.2.1.9.   Severe injury to internal organs

1.2.1.10. Long-term physiological effects

1.2.1.11. Symptoms may appear shortly after exposure, then disappear for a few days, and reappear in a much more serious form in a week or so.

1.2.2   Later symptoms may include:

1.2.2.1.   Malaise, fatigue, and drowsiness

1.2.2.2.   Weight loss

1.2.2.3.   Fever

1.2.2.4.   Abdominal pain

1.2.2.5.   Insomnia and restlessness

1.2.2.6.   Blisters

1.2.2.7.   Large acute exposuers can also cause long-term delayed effects such as cancer.

1.2.3   Chronic exposure is continuous or repetitive exposure, such as occurs from natural background radiation.

1.3. Types of Radiation

1.3.1   Alpha radiation

1.3.1.1.   Alpha particles are the heaviest and most highly-charged of the nuclear radiations.

1.3.1.2.   Alpha particles cannot travel more than a few inches in air and are completely stopped by an ordinary sheet of paper.

1.3.1.3.   Exposure to alpha radiation outside the body is not a serious hazard.

1.3.1.4.   If ingested through eating, drinking, or breathing contaminated materials, they can become an internal hazard, causing damage to internal organs.

1.3.2   Beta radiation

1.3.2.1.   Beta particles are smaller and travel much faster than alpha particles.

1.3.2.2.   Exposure to beta particles from outside the body is normally thought of as a slight hazard.

1.3.2.3.   If the skin is exposed to large amounts of beta radiation for long periods, skin burns may result.

1.3.2.4.   If removed from the skin shortly after exposure, beta-emitting materials will not cause serious burns.

1.3.2.5.   Like alpha particles, beta particles may damage internal organs if ingested.

1.3.2.6.   Beta-emitting contamination also can enter the body through unprotected open wounds or the lens of the eye.

1.3.3   Gamma radiation

1.3.3.1.   Gamma rays are a type of electromagnetic radiation transmitted through space in the form of waves that travel at the speed of light.

1.3.3.2.   Gamma rays are pure energy and therefore are the most penetrating type of radiation.

1.3.3.3.   They can travel great distances and can penetrate most materials.

1.3.3.4.   This creates a problem for humans, because gamma rays can attack all tissues and organs.

1.3.3.5.   Large acute exposures to gamma radiation (approximately 100 rem) cause very distinctive, short-term symptoms.

1.4. Methods of Delivery

1.4.1   Improvised Nuclear Device (IND)

An IND is a crude, yield-producing nuclear weapon fabricated from diverted fissile material[1]. Another definition is an illicit nuclear weapon bought, stolen, or otherwise originating from a nuclear State, or a weapon fabricated by a terrorist goup from illegally obtained fissile nuclear weapons material that produces a nuclear explosion[2].

1.4.1.1.   Suitcase bomb

It is possible to create a nuclear bomb small enough to be transported by one person using small amounts of nuclear material such as enriched uranium. Russia allegedly has an arsenal of suitcase-size nuclear bombs that could deliver a one-kiloton explosion capable of killing 100,000 people. As many as 84 such bombs were reported missing from Russia's arsenal in 1997. It is conceivable that a suitcase-size bomb could be brought into the U.S. hidden inside containerized imported cargo.

1.4.1.2.   Attaché case bomb

Even smaller and lighter weight, atomic bombs the size of an attaché case were built by the United States in the 1970s and it is possible that they have also been produced in other countries. Bombs of this size would be easier to smuggle into the country.

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[1] *Protective Action Guides and Planning Guidance for Radiological Incidents, EPA, March 2013.*

[2] *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents, FEMA, Federal Register 73, no. 149 (August 1, 2008).*

1.4.2   Radiological Dispersal Device (RDD)

A RDD is a device or mechanism that is intended to spread radioactive material from the detonation of conventional explosives or other means[3]. Another definition is a device that poses a threat to public health and safety through the malicious spread of radioactive material by some means of dispersion. The mode of dispersal typically conceived as an RDD is an explosive device coupled with radioactive material[4]

2. Biological Incident

2.1. Overview

A biological incident, in the context of terrorism, can be described as the use of a biological toxin or infectious agent (e.g., bacteria, viruses, fungi) with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a biological incident will vary based on the toxin or agent that is used, the method of delivery, and the manner of exposure.

A biological incident has the potential to expand beyond the initial point of attack through contagion or movement of the toxin or agent. A biological incident spread through contagion may be indistinguishable from a naturally occurring outbreak (e.g., seasonal influenza). It is possible that several days could pass before public health and medical authorities suspect that a biological incident may be the cause.

The time it takes for symptoms to appear after exposure can vary from almost immediate to days or weeks. The effects of exposure to a biological incident can range from somewhat debilitating to lethal. These differences have important implications that affect response planning including: treatment of mass casualties, appropriate treatment measures, measures to control the spread of disease, worker protections, decontamination measures, and handling of mass fatalities.

2.2. General Indicators

The initial indication of a biological incident may be the recognition by public health and medical authorities that a significantly increased number of people are becoming ill and presenting to local healthcare providers. General indicators may include:

2.2.1   Large epidemic, with an unusual number of ill or dying

2.2.2   Particularly high volumes of victims complaining primarily of respiratory symptoms which are severe, and are associated with an unprecedented mortality rate

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[3] *Protective Action Guides and Planning Guidance for Radiological Incidents, EPS, March 2013.*
[4] *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents, FEMA, Federal Register 73, no. 149 (August 1, 2008).*

2.2.3   The cause of the infection is unusual for the region

2.2.4   Multiple and simultaneous epidemics of animals and humans with the same illness

2.2.5   The epidemic is caused by a multi-resistant pathogen that has never been discovered

2.2.6   Significant animal mortalities are observed

2.2.7   The delivery vehicle for the agent is identified

2.2.8   Prior intelligence reports or claims by terrorists of an attack

2.2.9   Symptoms vary with the type of biological agent, including:

    2.2.9.1.   Febrile symptoms (e.g., fever, headache, confusion, blurred vision, brain swelling)

    2.2.9.2.   Respiratory symptoms (e.g., coughing, flu-like symptoms, shortness of breath)

    2.2.9.3.   Digestive and intestinal symptoms (e.g., vomiting, nausea, diarrhea)

    2.2.9.4.   Skin symptoms (e.g., rash, sores, pain, itching, discoloration, painful skin lesions)

    2.2.9.5.   Generalized symptoms (e.g., general malaise, muscular weakness, fatigue, numbness, paralysis, chills, shock)

    2.2.9.6.   Death

2.3. Types of Biological Toxins or Infectious Agents

2.3.1   Biological Toxins

Biological toxins refer to poisons derived from plants, animals, or microorganisms (e.g., plants, shellfish, sponges, corals).

    2.3.1.1.   Biological toxins do not grow, reproduce, or die after they have been dispersed.

    2.3.1.2.   Relatively few are suitable for use as weapons. Examples include botulism, ricin, Staphylococcus enterotoxin B (SEB), and saxitoxin.

    2.3.1.3.   In most cases, biological toxins are difficult to synthesize in the laboratory and are obtained from the organisms that create them usually in very small quantities. An exception is ricin, which comes from the castor bean and is easy to prepare in large quantities.

2.3.2   Infectious Agents

Infectious agents refer to disease-causing living organisms also referred to as pathogens.

    2.3.2.1.   Pathogens have life cycles in which they grow, reproduce, age, and die.

    2.3.2.2.   Pathogens usually depend on another living organism, known as a host, to survive and grow.

    2.3.2.3.   Pathogens fall into several major groups, which differ in how they grow and spread:

        (1) Bacteria (including mycoplasma and rickettsia)

        (2) Viruses

(3) Protozoa

(4) Fungi (including yeasts and molds)

2.4. Methods of Delivery

A biological incident may be disseminated through air, water, or food. Once released, the biological toxins or infectious agents may be spread by vectors (i.e., infected animals or insects that serve as hosts to the organism), vehicles (i.e., inanimate carriers such as food and water), and carriers (i.e., infected humans can transmit to other humans).

Common mediums and methods of delivery include:

2.4.1   Air

The toxin or agent is suspended in a liquid droplet or dry particles released into the air. An aerosol of liquid droplets or dry particles is more likely to be inhaled. A spray of liquid droplets or dry particles is more likely to contaminate surfaces. Potential delivery devices include:

2.4.1.1.   Spray cans

2.4.1.2.   Commercial sprayers

2.4.1.3.   Aerosol generators

2.4.1.4.   Systems designed to distribute pesticides from air or ground (e.g., crop duster airplanes, truck sprayers)

2.4.1.5.   Heating/ventilating/air conditioning (HVAC) systems

2.4.1.6.   Fans

2.4.2   Water

The toxin or agent is used to contaminate a potable water supply. Examples include contamination of a municipal water supply system or bottled water-processing plants.

2.4.3   Food supply

See Agroterrorism.

3. Chemical Incident

3.1. Overview

A chemical incident, in the context of terrorism, can be described as the use of a toxic chemical agent with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a chemical incident will vary based on the chemical agent that is used, the method of delivery, and the concentration of exposure.

A chemical incident may involve the use of any toxic chemical agent. This includes those chemical agents developed or produced for commercial, industrial, and military uses. The concentration of a chemical agent can be affected by a number of variables including the volatility of chemical and wind speed. A release in a closed space (e.g., subway station, airport terminal, theater) could result in concentrations high enough to injure or kill a large number of people. The release of a toxic chemical agent in an open area would likely result in lower concentrations with fewer injuries or fatalities. In general, a chemical agent in liquid or vapor form results in greater exposure than a chemical agent in solid form.

A chemical incident is likely to be identified from the overt terrorist act or the diagnosis of the resultant casualties. However, some chemical agents have an immediate effect (i.e. symptoms in a few seconds to a few minutes) and some have a delayed effect (i.e. 2 to 48 hours). It is possible that considerable damage may occur by the time the incident is detected and the cause identified.

3.2. General Indicators

A chemical incident could occur without warning. Some chemical agents may be odorless and tastless. However, many chemicals at high concentrations can be detected by properly equipped and trained emergency responders. Some general indicators of a chemical incident include:

3.2.1   Explosion

3.2.2   Unexplained bomb or munitions-like material, especially if it contains a liquid

3.2.3   Abandoned spraying devices

3.2.4   Unusual number of sick or dying people with symptoms such as:

     3.2.4.1.   Nausea

     3.2.4.2.   Disorientation

     3.2.4.3.   Difficulty breathing

     3.2.4.4.   Convulsions

     3.2.4.5.   Localized sweating

     3.2.4.6.   Red eyes

     3.2.4.7.   Red or blistered skin

3.2.5   Pattern of casualties such as;

     3.2.5.1.   Outdoors, distributed downwind

     3.2.5.2.   Indoors, grouped within a confined area (e.g., shared HVAC system).

3.2.6   Unexplained odors or unusual smells that are out of character with the surroundings such as:

     3.2.6.1.   Fruity

     3.2.6.2.   Flowery

     3.2.6.3.   Sharp or pungent

3.2.6.4. Garlic or horseradish-like

3.2.6.5. Bitter almonds or peach kernels

3.2.6.6. New mown hay

3.2.7 Unusual fogs, clouds, mists, and liquids or surfaces with oily droplets or film, when there has been no recent rain. Low-lying cloud or fog-like condition inconsistent with surroundings.

3.2.8 Unexplained number of dead animals in the same area (including wild, domestic, small, large, birds, and fish)

3.2.9 Unexplained absence of normal insect activity (including ground, air, or water)

3.2.10 Trees, shrubs, bushes, food crops, or lawns that are dead, discolored, or withered, in the absence of drought conditions.

3.3. Chemical Agents

3.3.1 Categories

Chemical agents can be broadly grouped into three categories:

3.3.1.1. Harassing agents

Include substances that are sensory irritants and are not intended to kill or injure. In general, harassing agents have fleeting concentration dependent effects that resolve within minutes after removal. The casualty effects are not anticipated to exceed 24-hours nor require medical attention. Harassing agents are often referred to as Riot Control Agents (RCAs). They include:

(1) Tear agents

(2) Vomiting agents

(3) Malodorants

3.3.1.2. Incapacitating agents

Include substances that produce debilitating effects with limited probability of permanent injury or loss of life. The casualty effects typically last over 24 hours and medical attention is recommended. They include:

(1) Psychological agents

(2) Other incapacitating agents

3.3.1.3. Lethal agents

Include substances intended to produce chemical casualties without regard to long-term consequences or loss of life. The casualty effects require medical treatment. They include:

(1) Blister agents

(2) Blood agents

(3) Choking agents

(4) Nerve agents

3.3.2   Physical Forms

    3.3.2.1.   Vapor or gas

        (1) An agent in the gaseous state at normal temperatures and pressures.

        (2) An agent in the gaseous state at a temperature where the same substance can exist in the liquid or solid state. For example, evaporating liquids or sublimating solids produce vapors. The agent would resume their liquid or solid state under pressure at ordinary temperatures.

    3.3.2.2.   Aerosols and sprays

    Aerosols and sprays referes to liquid droplets or dry particles suspended in air that are released into the air. The difference is in the size of the droplets or particles released by the device nozzle.

        (1) Aerosols have droplets or particles small enough to remain suspended and be inhaled.

        (2) Sprays have bigger droplets or particles, which fall to the ground more quickly and are more likely to contaminate surfaces and be absorbed through the skin or ingested.

    3.3.2.3.   Liquid

        (1) An agent in the liquid state at normal temperatures and pressures.

        (2) Solutions of solids or of viscous liquids. They are dissolved to improve flow characteristics and make them easier to disseminate.

    3.3.2.4.   Solid

        (1) An agent in the solid state at normal temperatures and pressures.

        (2) May take the form of particulates (i.e. powder), which can be inhaled or absorbed through mucous membranes, eyes, or sweat dampened skin. They can be dissolved to form liquid agents.

3.4. Methods of Delivery

Chemical agents can be difficult to deliver in lethal concentrations. Potential delivery methods of chemical agents include:

3.4.1   HVAC sytem of a building

3.4.2   Misting, aerosolizing device, or sprayer

3.4.3   Passive release (e.g., open container)

3.4.4   Bomb, mine, or other explosive device

3.4.5   Used to disperse a chemical agent other than that used to create the explosion

3.4.6   Improvised chemical device

3.4.7   Combination of commonly available chemicals to produce a dangerous chemical

3.4.8   Sabotage of the transportation or storage of chemical agents developed or produced for commercial, industrial, and military uses

4. Improvised Explosive Device (IED) Incident

4.1. Overview

An IED incident can be described as the use of a "homemade" bomb or destructive device to destroy, incapacitate, harass, or distract. The primary focus of this subsection is explosive-base IEDs. The use of an IED for the dispersal of radiological material (i.e., Radiological Dispersal Device) is addressed in Subsection 1; dispersal of biological material is addressed in Subsection 2; and, dispersal of chemical material is addressed in Subsection 3.

Due to their improvised nature an IED can take many forms. Examples range from a small pipe bomb to a sophisticated device capable of causing massive damage and loss of life. An IED consists of a variety of components that including initiator, switch, main charge, power source, and a container. An IED may be surrounded by or packed with additional materials such as nails, glass, or metal fragments designed to increase the amount of shrapnel propelled by the explosion. An IED can be initiated by a variety of methods depending on the intended target.

An IED is likely to be placed in a public place or high traffic area to maximize damage and casualties. Generally, explosions within confined buildings will have the greater number of casualties due to confinement of the blast wave and possible structural collapse. The primary injuries involved in bombings involve blunt trauma and multiple penetrating injuries.

The U.S. Department of Health & Human Services (HHS) defines four types of blast injuries:

4.1.1   Primary

Unique to High Explosive. Injuries result from the impact of the over-pressurization wave. Injuries include pulmonary damage, hollow viscus injury, and ruptured organs.

4.1.2   Secondary

Injuries result from flying debris and bomb fragments. Injuries include penetrating trauma, fragmentation injuries, and blunt trauma.

4.1.3   Tertiary

Injuries result from individuals being thrown by the blast wind. Injuries include fractures, amputations, and blunt or penetrating trauma.

4.1.4   Quaternary

All explosion-related injuries, illnesses, or diseases not due to primary, secondary, or tertiary types of injuries. Injuries include burns, asphyxia, toxic exposures, or crushing injuries.

4.2. Explosive Materials

Many commonly available materials such as fertilizer, gunpowder, and hydrogen peroxide can be used as the explosive materials in IEDs.

Table 4-1: Examples of IED Materials

Material	Common Uses	Common Form	Known IED Use
High Explosives			
Ammonium Nitrate and Fuel Oil (ANFO)	Mining and Blasting[5]	Solid	Oklahoma City bombing, 1995
Triacetone Triperoxide (TATP)	No common uses; mixed from other materials	Crystalline solid	London bombings, 2005
Semtex, C-4	Primarily military	Plastic solid	Irish Republican Army bombings
Ethylene Glycol Dinitrate (EGDN)	Component of low-freezing dynamite	Liquid	Millennium Bomber, intended for Los Angelas airport, 1999
Urea Nitrate	Fertilizer	Crystalline solid	World Trade Center, 1993
Low Explosives			
Smokeless Powder	Ammunition	Solid	Olympic Park bombing, 1996

Source: Fact Sheet "IED Attack", prepared by the National Academy of Engineering and the National Research Council of the National Academies in cooperation with the U.S. Department of Homeland Security.

4.3. General Indicators

4.3.1   IEDs have five basic components.

    4.3.1.1.   Initiator

    4.3.1.2.   Switch

The use of cell phones is expanding as a switch or sensor to detonate IEDs.

    4.3.1.3.   Main charge

    4.3.1.4.   Power source

    4.3.1.5.   Container

These components may be very crude or sophisticated depending upon the knowledge and the ability of the bomb maker.

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[5] *Ammonium nitrate (without fuel oil) is used as fertilizer.*

4.3.2   Protruding wires or fuses

4.3.3   Containers left in high traffic or specific CIKR locations

4.3.4   Unusual chemical odors or stains on a container

4.3.5   Signs of a previous explosion as some bomb makers may test their bomb design prior to the actual attack

4.4. Method of Delivery

An IED can be delivered in a variety of methods including:

4.4.1   Vehicle

Vehicle-borne improvised explosive device (VBIED), either stationary or moving

4.4.2   Suicide bomber

Either male or female; may have a partner suicide bomber for a secondary targets such as first responders.

4.4.3   Concealment options for smaller explosives:

4.4.3.1.   Backpacks, suitcases, briefcases, satchels, of various types and sizes looking like everyday items

4.4.3.2.   Jars, bottles, and can containers some resembling sports drinks of various sizes

4.4.3.3.   Shoes and clothing

4.4.4   Fragmentation of IEDs has been used to increase the distance bomb fragments travel by including materials such as nails, steel balls, etc. either placed inside the container or wrapping them on the outside of the bomb.

4.4.5   Diversionary tactics have been used by terrorists to draw first responders away from the primary target. Some indicators of diversionary tactics are:

4.4.5.1.   Reports of suspicious activities or bomb threats in multiple locations throughout the jurisdiction

4.4.5.2.   Reported multiple incidents that require the response of specialized units

4.4.5.3.   Significant increase in minor incidents requiring the response by first responders to investigate

4.4.5.4.   Activity increases inconsistent with normal call patterns

4.5. Stand-off Distances

A "stand-off distance" is the distance between the device and those being protected and to safeguard life. There needs to be a stand-off distance for an explosive device or bomb threat with a found unknown object. The following chart is only a general "rule of thumb" for stand-off/evacuation distances.

Table 4-2: DHS/FBI Bomb Threat Stand-Off Card

Threat	Explosives Capacity (lbs)	Mandatory Evacuation Distance (ft)	Shelter in Place Zone (ft)	Preferred Evacuation Distance (ft)
Pipe Bomb	5	70	71-1,119	+1,200
Suicide Bomb	20	110	111-1,699	+1,700
Briefcase	50	150	151-1,849	+1,850
Car	500	320	321-1,899	+1,900
SUV/Van	1,000	400	401-2,399	+2,400
Small Delivery Truck	4,000	640	641-3,799	+3,800
Container/Water Truck	10,000	860	861-5,099	+5,100
Semi-Trailer	60,000	1,570	1,571-9,299	+9,300

Source: National Couterterrorism Center website, accessed 02/27/17.

5. Improvised Incendiary Device (IID) Incident

5.1. Overview

An IID incident can be described as the use of an improvised incendiary device or "firebomb" to destroy, incapacitate, harass, or distract. An IID can be made from everyday items that are purchased from various stores with little or no detection. They can be used against various targets with little detection. They require little or no training to construct or use. They have been used against government facilities, commercial buildings, vehicles, and railroad lines. They may be used in crowded areas with limited evacuation points to cause panic. They are capable of causing mass casualties, fear, and panic.

5.2. General Indicators

5.2.1   Suspicious Fire(s)

Fire(s) that are suspicious in nature with broken glass or melted plastic close to the origin of the fire.

5.2.2   Container(s) of Unknown Liquid

Found container(s) of unknown liquid that appear to have burn residue by the opening, which are found in public places.

5.2.3   Container(s) of Highly Flammable Liquids

Containers with highly flammable liquids, acids, or other unusual chemicals, which normally are not marked.

5.2.4   Fuel Odor

Smell of gasoline or fuels

5.2.5   Tubing, glass jars, bottles, or large number of matches

5.3. Types

5.3.1   Molotov cocktail

Small glass container with gasoline and a cloth that is lit and thrown.

5.3.2   Suitcase

Suitcase with flammable liquids inside with a delayed ignition device.

5.4. Method of Delivery

5.4.1   Triggering methods

5.4.1.1.   Chemical reactions (e.g. burning fuses)

5.4.1.2.   Electronic ignition (e.g. relays, switches, timing device)

5.4.1.3.   Mechanical ignition (e.g. wires, pins, pressure plates)

5.4.2   Dissemination systems and devices

5.4.2.1.   Thrown by hand

5.4.2.2.   Placed in stationary manner

5.4.2.3.   Self-propelled

5.4.2.4.   Placed in a vehicle driven into a building or crowd

6. Cyber Incident

6.1. Overview

A cyber incident can be described as the hostile use of information technology by individuals or groups for the purpose of financial gain or as an action to further a social or political agenda. This includes the use of information technology to threaten, exchange information, or organize and execute attacks against networks, computer systems, and infrastructure. Familiar cyber incidents include, but are not limited to, unauthorized access to networks, infection of vulnerable systems by computer virus, web site defacing, and denial-of-service attacks.

6.2. Types of Cyber Incidents

In most cases a cyber incident can be characterized as either being carried out for financial gain, directly or as a hired actor, or to further a social or political agenda. Types of cyber incidents include:

6.2.1   Penetration of a system to modify its output

Embedding code (e.g. Trojan horses or "logic bombs") to perform unauthorized functions later.

6.2.2   Theft

System penetration with the goal of stealing information or sensitive data (e.g. password cracking and theft, "packet sniffing").

6.2.3 Disabling a system

Disruption of information structures (e.g., using e-mail bombings, spamming, denial-of-service attacks, or viruses) to crash or disable a system.

6.2.4 Taking control of a system

Taking over a system (e.g. an air traffic system, a manufacturing process control system, a subway or train system, a 911 communications system) to use it as a weapon.

6.2.5 Website defacement

Hacking into a website and changing its contents to spread misinformation, incite to violence, generate fear, or create chaos.

6.3. Techniques

The cyber incident hazard is rapidly evolving. The following describes a variety of techniques that have been used:

6.3.1 Phishing

A malicious attempt to obtain sensitive information by disguishing as a trustworthy entity in an electronic communication.

6.3.2 Spear-phishing

A phishing attempt directed at specific individuals or companies. Attacks may gather personal information about their target to increase their probability of success.

6.3.3 Social engineering

A psychological manipulation of people into performing actions or divulging confidential information.

6.3.4 Malware

Any software used to disrupt computer or mobile operations, gather sensitive information, gain access to private computer systems, or display unwanted advertising. Malware is an general term used to refer to a variety of forms of hostile or intrusive software including:

6.3.4.1. Virus

A computer virus is a type of malicious software program that, when executed, replicates by reproducing itself or infecting other computer programs by modifying them. Viruses often perform some type of harmful activity on infected host computers.

6.3.4.2. Worms

A computer worm is a standalone malware computer program that replicates itself in order to spread to other computers. Probably the most common code spread by worms is to install a backdoor allowing the computer to be remotely controlled as a "zombie". Networks of such machines are often referred to as botnet and are very commonly used for a range of malicious purposes, including sending spam or performing Denial of Service attacks. Other code spread by worms might delete files on a host system, encrypt files in a ransomware attack, or steal confidential data.

6.3.4.3. Trojan

Any malicious computer program used to hack into a computer by misleading users of its true intent. Trojans are generally spread by some form of social engineering. A Trojan allows an attacker to access personal information.

6.3.5 Botnet

A number of internet-connected devices used by a botnet owner to perform various tasks. Botnets can be used to perform Distributed Denial of Service Attack, steal data, send spam, allow the attacker access to the device and its connection.

6.3.6 Web Application Security

Websites are often attacked directly. Hackers either seek to compromise the corporate network or the end-users accessing the website. The majority of web application attacks occur through cross-site scripting (XSS) and SQL injection attacks which typically result from flawed coding, and failure to sanitize input to and output from the web application.

6.3.7 Web Stolen devices

Stolen or lost smartphones, notebook computers, and tablets endanger private and corporate information.

6.3.8 Malicious insiders

An insider is anyone who has approved access, privilege, or knowledge of information systems, information services and missions. A malicious insider is one motivated to adversely affect an organization's mission by taking action that compromises information confidentiality, integrity, or availability.[6]

6.3.9 Denial of service

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[6] *Maybury, Mark. "How to Protect Digital Assets from Malicious Insiders." I3P. Available at: http://www.thei3p.org/research/mitremi.html. Last visited: March 27, 2013.*

Denial-of-service attack (DoS attack) or distributed denial-of-service attack (DDoS attack) is an attempt to make a machine or network resource unavailable to its intended users. Although the means to carry out, motives for, and targets of a DoS attack may vary, it generally consists of the efforts of one or more people to temporarily or indefinitely interrupt or suspend services of a host connected to the Internet.[7]

6.3.10 High Energy Radio Frequency Weapon (HERF)

A directed-energy weapon used to disrupt digital equipment, such as computers. HERF works by blasting high-intensity radio waves at electronics, disrupting their operation.

6.3.11 Electromagnetic Pulse (EMP) Weapon

Minor EMP event can cause low levels of electrical noise or interference which can affect the operation of susceptible devices. A large and energetic EMP event can induce high currents and voltages which can temporarily disrupt or permanently damage susceptible devices.

6.3.12 System intrusion

Unauthorized entry into a computer system or network (hacking).

6.3.13 Logic bomb

A piece of code intentionally inserted into a software system that will set off a malicious function when specified conditions are met.

6.3.14 Packet sniffing

A computer program or piece of computer hardware that can intercept and log traffic that passes over a digital network or part of a network.

6.3.15 Spamming

The use of electronic messaging systems to send an unsolicited message, especially advertising, as well as sending messages repeatedly on the same site.

6.3.16 Virtual sit-in

A form of electronic civil disobedience using a distributed denial-of-service attack (DDOS).

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[7] *Wikipedia. "Denial-of-service attack." Available at: http://en.wikipedia.org/wiki/Denial-of-service_attack. Last visited: March 27, 2013.*

7. Food and Agricultural Incident

7.1. Overview

A food and agricultural incident, in the context of terrorism, can be described as any intentional actions that threaten or disrupt the means of production or the quantity, quality, or safety of the state's food and agricultural products. This includes the introduction and spread of plant and animal pests and diseases. Specifically, diseases that have the potential to spread to humans (zoonotic diseases) such as brucellosis and rabies; that may spread from farm to farm such as foot-and-mouth disease (FMD) or pseudorabies; and diseases that cause other states and nations to close trade doors to our livestock and agricultural products such as avian influenza or tuberculosis.

Agroterrorism has been defined by FBI as; "the deliberate introduction of an animal or plant disease for the purpose of generating fear, causing economic losses, or undermining social stability."

7.2. General indicators

7.2.1   Thefts or missing anhydrous ammonia or other fertilizer products

7.2.2   Thefts or missing livestock

7.2.3   Diseased animals in a previously healthy population

7.2.4   Suspicious individuals taking photos or asking questions around food processing facilities or farms

7.2.5   Individuals renting agriculture-related equipment with no logical reason or purpose

7.2.6   Individuals or vehicles that are found to have manuals, biological or chemical agents, or vaccines for no related agricultural or livestock purpose

7.2.7   Attempted or break-ins at livestock facilities

7.2.8   Altered documents for animals being transported

7.3. Types

7.3.1   Foot and Mouth Disease (FMD) as a Primary Threat

    7.3.1.1.   Highly contagious virus in mainly hoofed animals

    7.3.1.2.   Airborne transmission with a range of 50 miles

    7.3.1.3.   FMD virus can survive in straw and clothing for a month

    7.3.1.4.   Generally, people cannot contract the disease but can carry the virus in their lungs and transmit it to animals for up to 48 hours

    7.3.1.5.   To limit the spread, requires the immediate limitations on the movement of animals

7.3.2   Food production and distribution contamination

7.3.2.1. Involves the dissemination of such bacteria and toxins as botulism, E. coli, and salmonella

7.3.2.2. Fruit and vegetable packing plants are amount the most vulnerable for attacks

7.3.2.3. Processed foods move within hours to distribution centers which could be before the detection of any contamination

7.4. Method of Delivery

7.4.1 There are four categories of agroterrists involved in various delivery methods:

7.4.1.1. Transnational groups emanating from outside of the United States

7.4.1.2. Economic opportunists that attempt to manipulate the financial markets

7.4.1.3. Domestic terrorists such as a disgruntled employee or an individual with a grudge against the government

7.4.1.4. Militant animal rights or environmental activists against the use of animals for food

7.4.2 During transportation around truck stops, rest areas, etc.

7.4.3 Aerial application of chemical agents by rented aircraft

7.4.4 Direct contamination at processing plants prior to shipment

7.4.5 Direct contamination at final food distribution sites such as grocery stores and restaurants prior to purchase.

7.5. Vulnerabilities in Agricultural Areas

7.5.1 Insufficient security and surveillance at various sites and facilities

7.5.2 New and larger concentration of livestock limiting attending to animals individually

7.5.3 Livestock becoming more susceptible to disease

7.5.4 Lack of effective disease reporting systems as producers lack incentives and fear monetary losses

7.5.5 Lack of training of veterinarians and others in recognizing foreign livestock diseases

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Attachment 2

Terrorist Incident Response Checklist

Terrorist Incident Response Checklist

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1. Terrorism Incident Response Checklist

The response actions below are most appropriate for an incident involving conventional weapons, nuclear devices, or chemical agents where there is a specific incident location.

Table 1: Terrorism Incident Response Checklist

✓	Action Item	Assigned
	Initial Response	
	1. Deploy response forces.	
	2. Activate incident command post at the incident site to direct emergency operations.	
	3. If incident appears to be terrorism-related, ensure law enforcement personnel are advised and respond to the incident site.	
	4. Isolate the area and deny entry. Reroute traffic as needed.	
	5. Determine and report: ○ Observed indicators of use of chemical/biological weapons ○ Wind direction and weather conditions at scene ○ Plume direction, if any ○ Approximate number of apparent victims ○ Orientation of victims ○ Types of victim injuries and symptoms observed ○ Observations or statements of witnesses	
	6. If possible, determine type of weapon used using appropriate detection equipment, response guides, damage characteristics, and casualty symptoms.	
	7. Establish scene control zones (hot, warm, and cold) and determine safe access routes and location of staging area. Establish initial operating boundaries for crime scene and incident area.	
	8. Implement crowd control measures, if necessary.	
	9. Determine and implement requirements for protective clothing and equipment for emergency responders.	
	10. Establish communications among all response groups.	
	11. Protect against secondary attack.	
	12. Activate the local EOC to site support emergency operations.	
	13. Determine requirements for specialized response support.	
	14. Make notification to Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM).	
	15. Obtain external technical assistance to determine potential follow-on effects.	
	16. Request/deploy hazardous materials response team, if appropriate.	
	17. Request/deploy bomb squad, if appropriate.	
	18. Identify areas that may be at risk from delayed weapon effects. ○ Determine and implement protective measures for public in those areas. ○ Determine and implement protective measures for special facilities at risk.	
	19. Extinguish fires and identify potential hazards such as ruptured gas lines, downed power lines, and residual hazardous materials.	
	20. Make notifications to adjacent jurisdictions that may be affected.	
	21. If the effects of the incident could adversely affect water or wastewater systems, advise system operators to implement protective measures.	
	Medical Management	
	22. Advise emergency medical services (EMS) and hospitals of possibility of mass	

✓	Action Item	Assigned
	casualties/contaminated victims.	
	23. Establish site for patient triage.	
	24. Establish site for gross decontamination and a casualty collection area for decontaminated victims located away from the site of primary emergency operation, but accessible by transport vehicles, as appropriate.	
	25. Conduct initial triage and provide basic medical aid to victims in warm zone if protective equipment is not required.	
	26. Conduct gross decontamination of victims showing signs of contamination. Separate victims that show no signs of contamination for evaluation.	
	27. Conduct follow-on triage and treatment of victims in cold zone.	
	28. Transport victims to medical facilities for further treatment.	
	29. Request state and/or federal medical assistance, if needed.	
Fatality Management		
	30. Alert Coroner/Medical Examiner and funeral directors of any potential mass fatality situation and arrange for temporary holding facilities for bodies, if necessary. Highlight need to preserve evidence.	
	31. Coordinate with Coroner/Medical Examiner and law enforcement to determine autopsy requirements for victims.	
	32. Transport deceased to morgue, mortuary, or temporary holding facilities after authorization from lead agency.	
Other Response Actions		
	33. Request additional response resources, if needed. o Activate mutual aid agreements. o Request state or federal assistance, as needed.	
	34. Designate staging areas for incoming resources from other jurisdictions, state and federal agencies, and volunteer groups separate from operational staging area.	
	35. If evacuation has been recommended: o Activate shelter/mass care facilities to house evacuees. o Provide transportation for evacuees without vehicles. o Provide security for shelters.	
	36. If evacuation of special facilities (schools, nursing homes, hospitals, correctional facilities) has been recommended: o Assist facilities in arranging suitable transportation and carrying out evacuation. o Assist facilities in arranging suitable temporary reception facilities.	
	37. Provide information and instructions to the public. o Activate emergency public information operation. o Identify facilities for use by media.	
	38. Identify, collect, and control evidence and conduct investigations.	
	39. Provide security at crime scene and evacuated areas.	
	40. Establish and operate access control points for incident, evacuated, and contaminated areas.	
	41. For incidents involving biological agents, consider measures to restrict person-to-person transmission of disease such as quarantine, closure of schools and/or businesses, and restrictions on mass gatherings.	
	42. Alert human resources agencies to provide disaster mental health services and human services support to victims.	
	43. Determine how pets, livestock, and other animals left in evacuated or contaminated areas will be handled.	

✓	Action Item	Assigned
	44. Decontaminate essential facilities and equipment, if feasible.	
	45. Request technical assistance in assessing environmental effects.	

2. Useful Points of Contact

Table 2: Useful Points of Contact

Organization	Provides	Contact #
WEM Duty Officer	Initiates state agency support and opening of the SEOC	800-943-0003
CHEMTREC	Technical assistance for hazardous materials incidents.	800-424-9300 (24 hours)
National Response Center Chem-Bio Hotline	Reporting center for suspected terrorist activity as well as technical assistance regarding chemical and biological agents for state and local emergency responders.	800-424-8802 (24 hours)
Wisconsin Department Health Services (WI DHS), Nuclear & Radiological Section	Technical assistance for emergency responders for incidents involving radiological materials.	WEM Duty Officer
Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) Fusion Center	The central facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities for the state.	608-242-5393 or (888) DCI-WSIC
STAC Fusion Center	City of Milwaukee and metro area facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities in Milwaukee.	414-935-7741
FBI Office	Federal law enforcement/terrorism assistance. -Offices in Milwaukee, Madison, Green Bay, Eau Claire, and La Crosse	414-276-4684 (24 hour)
ATF Office (Milwaukee)	Federal expertise in explosive devices.	414-727-6170

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Attachment 3

WI Dept. of Health Services Unknown Substance Protocol

Unknown Substance Protocol

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1.Procedure for Unknown Substance

1.1.Package or Letter

Figure 1: Procedure for Unknown Substance

1.2. Law Enforcement Threat Assessment

Figure 2: Law Enforcement Threat Assessment

Wisconsin Division of Public Health   May 7, 2013

LAW ENFORCEMENT THREAT ASSESSMENT

DO NOT sniff, touch, or move package/letter. DO NOT change environment, including lights.

Is there threatening communication in or on the package?

Yes   No

- An **explicit threat** has been made.
- An articulated threat is a federal crime, whether or not a suspicious substance is present.
- Law enforcement should secure the area, call the FBI, HazMat and/or CST, and call local public health department.
- Remove those exposed or at risk from the immediate area.
- Notify medical care if needed.

Does the letter/package include any of the following?
- Oily stains, discolorations or odor
- Powder seen on letter/package or felt through wrapping
- Protruding wires or aluminum foil
- Excessive weight
- Lopsided or uneven envelope
- Ticking sound
- Inappropriate or unusual labeling
- Excess postage
- Marked "Personal," "Confidential," "Do not X-Ray", etc
- Intended recipient is a judge, government official, political activist, ethnic/religious group leader, abortionist, animal researcher, etc.
- Strange return address or no return address
- Postmarked from city or state not matching return address
- Incorrect titles or title without a name
- Not addressed to a specific person
- Misspellings of names or common words
- Excess packaging material such as masking tape, string
- If addressed to a specific person confirm no volatile business or domestic dispute issues are associated with the intended recipient
- Other suspicious signs

Yes   No

One or more **possible** threat indicators are present.

Is there a **reasonable and defendable** explanation for the source/cause of the substance or other abnormality?
- For example, cornstarch and talcum powder are often used in mailers to keep pages from sticking; vitamins may release powders if crushed during mailing.

In the absence of an explicit threat or possible threat indicators, the index of suspicion for a threat is decreased. However, law enforcement should make an assessment based on the totality of circumstances.

Yes   No or Unsure

If there is a reasonable explanation for source/cause, there is a decreased index of suspicion of a threat. However, law enforcement should make an assessment based on the totality of circumstances.

With no reasonable explanation for source/cause, there is an increased index of suspicion of a threat. However, law enforcement should make an assessment based on the totality of circumstances.
If a threat is suspected, secure the area and call local public health department.

Department of Health Services Threat Liaison Officer (608) 267-9010 after hours call (608) 258-0099

Wisconsin Procedure for Unknown Substance/Package/Letter
A joint protocol produced by WI Division of Public Health, WI State Laboratory of Hygiene, FBI, US Postal Inspection Service, Capitol Police, WI Emergency Management, and the 54th Civil Support Team WING

1.3. Public Health Exposure Assessment

Figure 3: Public Health Exposure Assessment

Wisconsin Division of Public Health
May 7, 2013

PUBLIC HEALTH EXPOSURE ASSESSMENT

Local health department staff will contact the State health department Threat Liaison Officer at (608) 267-9010 after hours call (608) 258-0099.
Shut down building's HVAC system if threatening substance is found indoors.

Has a suspected ingestion, inhalation, or dermal exposure occurred?

No

- Advise the persons reporting to wash their hands.
- No clinical testing or medical evaluation is necessary.
- If law enforcement deems **there is a threat** arrange for laboratory analysis of substance(s) at either the WSLH (biological and/or chemical agent testing) or the City of Milwaukee Labs (biological agent testing only) in collaboration with law enforcement. Follow appropriate packaging and chain of custody protocols.
- If law enforcement deems there is not a threat and does not need the item as evidence double-bag (to avoid additional incidents or concerns) and dispose of the material.

Yes

- Wash affected areas and remove/bag contaminated clothing as necessary.
- Transport all those suspected to have been exposed to the nearest emergency room for appropriate medical evaluation based on the type of agent and exposure, if known.
- Keep a log of affected/treated individuals.
- In the absence of symptoms, advise potentially exposed individuals to be alert for possible delayed reactions up to 72 hours after the suspected exposure, and to return to an emergency room or their medical provider if symptoms occur.
- Check back 72 - 96 hours post-exposure for further medical evaluation. Document all details of the evaluation, and specify the date and time of onset for any new symptoms.
- Arrange for laboratory analysis of substance(s) at either the WSLH (biological and/or chemical agent testing) or the City of Milwaukee Labs (biological agent testing only) in collaboration with law enforcement. Follow appropriate packaging and chain of custody protocols.

Wisconsin Procedure for Unknown Substance/Package/Letter
A joint protocol produced by WI Division of Public Health, WI State Laboratory of Hygiene, FBI, US Postal Inspection Service, Capitol Police, WI Emergency Management, and the 54th Civil Support Team WING

2. Handling Powder-Contaminated Letters or Packages

Figure 4: Handling Powder-Contaminated Letters or Packages

WISCONSIN DEPARTMENT OF HEALTH SERVICES
Division Of Public Health

January 6, 2012

Handling Powder-Contaminated Letters or Packages
Supplement Guidance for Mail Rooms to United States Postal Service Poster 84

Handling contaminated letters or packages can put anyone, including trained professionals, at risk. If you receive suspicious mail, **call 911** immediately. For the safety of yourself and others, be sure to avoid:

- *Shaking or emptying the contents of the item.*
- *Showing the item to others or moving it once it has been placed on the nearest stable surface.*
- *Sniffing, touching, tasting, or inspecting the item or any contents that may have spilled.*

If you have opened an envelope or package and you **suspect** there is a **hazardous powder** present, **call 911** and:

1. Place the envelope or package (item) on the nearest stable surface.

2. The person(s) who handled the item should remain in the room, move slowly away from the item, and then move as little as possible until they receive instructions from law enforcement officials, emergency responders, or public health authorities. This will greatly reduce the risk of exposure to others.

3. The person(s) who handled the item should alert other persons in the area. Person(s) that did not handle the item should leave the room. No objects (e.g., handbags, knapsacks, coats) should be removed from the room.

4. Notify a supervisor or a security officer, and contact your local law enforcement agencies. Only allow law enforcement or first responders to examine the item.

5. People departing should close any doors to prevent others from entering the area. If possible, turn off any fans in the room and close any open windows.

6. People departing should wash hands and other exposed skin with soap and water.

7. People departing should remain in the immediate area outside of the room/building and wait for law enforcement officials, emergency responders, or public health authorities to provide decontamination and further evacuation instructions.

8. The safety officer or supervisor should create a list of persons who were in the room or area when the item was recognized and a list of persons who may have handled the item. Give the list to the local law enforcement officials, emergency responders, or public health authorities responding to the event.

The recommendations are based on a recent study, Kournikakas B et al. *Anthrax Letters in an Open Office Environment: Effects of Selected CDC Response Guidelines on Personal Exposure and Building Contamination*, published in the Journal of Occupational & Environmental Health Feb 2011.

Developed by the Wisconsin Bureau of Communicable Diseases and Emergency Response
Public Health Preparedness Program
P-00838 (5/12)

Acronyms & Glossary

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Acronyms

AAR	After-action Review
ACC	Agency Coordination Center
ACS	Adventist Community Services
ADA	Americans with Disabilities Act
AHJ	Agency Having Jurisdiction
ALAN	American Logistics Aid Network
ALERT	Aligned Law Enforcement Response Team
AMBER	America's Missing: Broadcast Emergency Response
APCO	Association for Public-Safety Communications Officials
APHIS	Animal Plant Health Inspection Services
ARC	American Red Cross
ATC	American Transmission Company
ATF	Bureau of Alcohol, Tobacco, Firearms, and Explosives
ATSDR	Agency for Toxic Substances and Disease Registry
AVMA	American Veterinary Medical Association
BOIDOOPHTE	Bioterrorism, other infectious disease outbreaks and other public health threats and emergencies
CAP	Civil Air Patrol
	WI Wing Civil Air Patrol (WI Wing CAP)
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CCTV	Closed-circuit Television
CDBG	Community Development Block Grant

CDC	Center for Disease Control & Prevention
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERFP	CBRNE Enhanced Response Force Package
CEU	Continuing Education Unit
CIKR	Critical Infrastructure and Key Resources (CIKR)
CIS	Crisis Intervention Support
CISO	Chief Information Security Officer
CLAR	Cellular Locator Automatic Routing
CMAS	Cellular Mobile Alerting System
CMEO	Command Managed Equal Opportunity
CMS	Consumable Medical Supplies
CMT	Cybersecurity Management Team
CNCS	Corporation for National Community Service
COAD	Citizens and Organizations Active in Disaster
CNG	Compressed natural gas
COG	Continuity of Government
COOP	Continuity of Operations Plan
COP	common operating picture
COSDA	Communication Officers of State Departments of Agriculture
CPT	Cyber Protection Team
CREP	Conservation Reserve Enhancement Program
CRT	Cyber Response Team

CST	Civil Support Team
CW/SP	County wide/Strategic Plan
DAD	Division of Agriculture Development, DATCP
DAH	Division of Animal Health, DATCP
DARM	Division of Agriculture Resource Management, DATCP
DATCP	WI Department of Agriculture, Trade and Consumer Protection
DATCP-BLS	WI Department of Agriculture, Trade and Consumer Protection Bureau of Laboratory Services
DBS	Direct Broadcast Satellite
DC3	U.S. Department of Defense Cyber Crime Center
DCF	WI Department of Children & Families
DCI	WI Division of Criminal Investigation, WI DOJ
DCO-E	Defensive Cyberspace Operations-Element
DCT	Donations Coordination Team
DDoS	Distributed Denial of Service
DEA	Drug Enforcement Administration, US DOJ
DEST	Domestic Emergency Support Team
DET	Division of Enterprise Technology, DOA
DFI	WI Department of Financial Institutions
DFO	Disaster Field Office
DFS	Division of Food Safety, DATCP
DHHS	WI Department of Health & Human Services
DHS	U.S. Department of Homeland Security (US DHS)

	WI Department of Health Services (WI DHS)
DMA	WI Department of Military Affairs
DMAT	Disaster Medical Assistance Team
DME	Durable Medical Equipment
DMORT	Disaster Mortuary Operational Response Team
DMS	Disposable Medical Supplies
	Division of Management Services, DATCP
	Dynamic Message Sign
DMTF	Debris Management Task Force
DNI	Director of National Intelligence
DNR	WI Department of Natural Resources
DO	Duty Officer
DOA	WI Department of Administration
DOC	U.S. Department of Commerce (US DOC)
	WI Department of Corrections (WI DOC)
DOD	U.S. Department of Defense
DOE	U.S. Department of Energy
DOI	U.S. Department of the Interior
DOJ	U.S. Department of Justice (US DOJ)
	WI Department of Justice (WI DOJ)
DOL	U.S. Department of Labor
DOS	U.S. Department of State
DOT	U.S. Department of Transportation (US DOT)

DPH	Division of Public Health, WI DHS
DPI	WI Department of Public Instruction
DRC	Disaster Recovery Center
DSCA	Defense Support of Civil Authories
DSPS	WI Department of Safety & Professional Services
DTCP	Division of Trade & Consumer Protection, DATCP
DTSD	Division of Transportation Systems Development, WisDOT
DUA	Disaster Unemployment Assistance
DVA	U.S. Department of Veterans Affairs (USDVA)
	WI Department of Veterans Affairs (WDVA)
DWD	WI Department of Workforce Development
DWI	Disaster Welfare Information
EAS	Emergency Alert System
ECB	WI Educational Communications Board
EDA	Economic Development Administration
EHS	Emergency Human Services
	Extremely Hazardous Substances
EHTR	Emergency Highway Traffic Regulation Plan
ELCs	Emergency Classification Levels
EMAC	Emergency Management Assistance Compact
EMP/ T Bomb	Electromagnetic Pulse Transformer Nomb
EMS	Emergency Medical Services
EOC	Emergency Operations Center

EOP	Emergency Operations Plan
EP	Evacuation Point
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
EPIRB	Emergency Position Indicating Radio Beacon
EPS	WI Emergency Police Services
EPZ	Emergency Planning Zone
ESD	Enterprise Service Desk
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
ETO	Emergency Transportation Operations
FAA	Federal Aviation Administration, US DOT
FASCAT	Food and Agriculture Sector Criticality Assessment
FAST	Functional Assessment Service Team
FBI	Federal Bureau of Investigation, US DOJ
FBO	Faith-based Organization
FCO	Federal Coordinating Officer
FDA	U.S. Food & Drug Administration
FEMA	Federal Emergency Management Agency
FERC	Federal Energy Regulatory Commission
FERN	Food Emergency Response Network
FHWA	Federal Highway Administration, US DOT

FISMA	Federal Information Security Management Act
FLO	Fusion Center Liaison Officer
FMD	Foot-and-mouth Disease
FNARS	Federal Emergency Management Agency National Radio Systems
FNSS	Functional Needs Support Services
FOSC	Federal On-scene Coordinator
FPS	Federal Protective Services
FRMAC	Federal Radiological Monitoring/Measurement and Assessment Center
FSA	Farm Service Agency
FST	Freeway Service Team
GCSP	Government Commercial Service Provider (WI GCSP)
GDP	Gross Domestic Product
GIS	Geographic Information System
GSA	General Services Administration
HAR	Highway Advisory Radio
Hazmat	Hazardous Materials
HAZUS	Hazards U.S.
HERF GUN	High Energy Radio Frequency Gun
HF	High Frequency
HHS	U.S. Department of Health & Human Services
HIPPA	Health Insurance Portability and Accountability Act

HMGP	Hazard Mitigation Grant Program
HSC	Wisconsin Homeland Security Council
HSIN	Homeland Security Information Network
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
HSUS	Humane Society of the United States
HUD	U.S. Department of Housing & Urban Development
HVAC	Heating, Ventilation, and Air Conditioning
IA	Individual Assistance
IAIP	Information Analysis and Infrastructure Protection
IAP	Incident Action Plan
IC	Incident Command Incident Commander Intelligence Community
ICE	Immigration and Customs Enforcement
ICP	Incident Command Post
ICS	Incident Command System
IDC	International Data Corporation
IED	Improvised Explosive Device
IFERN	Interagency Fire Emergency Radio Network
IID	Improvised Incendiary Device
IIMG	Interagency Incident Management Group
IMT	Incident Management Team

IND	Improvised Nuclear Device
IPAWS	Integrated Public Alerting System
IPZ	Ingestion Pathway Zone
IRC	Internet Relay Chat
ISDN	Integrated System Digital Network
ITS	Intelligent Transportation System
JFO	Joint Field Office
JFOCG	Joint Field Office Coordination Group
JIC	Joint Information Center
JIS	Joint Information System
JISCC	Joint Incident Site Communication Capability
JOC	Joint Operations Center (WI JOC)
JTRB	Joint Telecommunications Resource Board
JTTF	U.S. Joint Terrorism Task Force
KI	Potassium Iodide
LCC	Land Conservation Committee
LEPC	Local Emergency Planning Committee
LNO	Liaison Officer
LOA	Letter of Agreement
LOS	Line of Succession
LPHD	Local Public Health Department
MABAS	Mutual Aid and Box Alarm System

MABAS WI	Mutual Aid and Box Alarm System - Wisconsin
MATTS	Mobile Air Transportable Telecommunications System
MCC	Mobile Command Center
MCI	Mass Casualty Incident
MERS	Mobile Emergency Response Support
MISO	Midwest Independent Transmission System Operator, Inc.
MMRS	Metropolitan Medical Response System
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MOW	Meals on Wheels
MRO	Midwest Reliability Organization
MRC	Medical Reserve Corps
MSCA	Military Support to Civil Authorities
MS-ISAC	Multi-state Information Sharing and Analysis Center
MSU	Mobile Support Unit
NADOA SEO	National Association of State Energy Officials
NAHLN	National Animal Health Laboratory Network
NARSC	National Animal Rescue & Shelter Coalition
NASA	National Aeronautics & Space Administration
NAWAS	National Warning System
NBC	Nuclear, Biological or Chemical
NCC	National Coordinating Center

NCCIC	National Cybersecurity Communications Integration Center
NCG	National Coordination Group
NCH	Natural and Cultural Resources and Historic Properties
NCIJTF	National Cyber Investigative Joint Task Force
NCIRP	National Cyber Incident Response Plan
NCMEC	National Center for Missing and Exploited Children
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NCRCG	National Cyber Response Coordination Group
NCS	National Communications System
NCSD	National Cyber Security Division, US DHS
NDMS	National Disaster Medical System
NECLC	National Emergency Child Locator Center
NEMA	National Emergency Management Association
NERC	North American Electric Reliability Corporation
NERFLS	National Emergency Family Registry and Locator System
NEST	Nuclear Emergency Search/Support Team
NFIP	National Flood Insurance Program
NGO	Non-governmental Organization
NGRF	WI National Guard Reaction Force
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NIRT	Nuclear Incident Response Team

NMNETS	National Mass Evacuation Tracking System
NOAA	National Oceanic and Atmospheric Administration
NRC	National Response Center
	Nuclear Regulatory Commission
NRCC	National Response Coordination Center
NRCS	Natural Resources Conservation Service, USDA
NRF	National Response Framework
NS/EP	National Security and Emergency Preparedness
NSSE	National Special Security Event
NTAS	National Terrorism Advisory System
NVRT	National Veterinary Response Team
NWEM	Non-Weather Emergency Message System
NWS	National Weather Service
OEI	Office of Energy Innovation
OCI	Office of the Commissioner of Insurance
OJI	Office of Justice Programs
OS	Off-site
OSC	On-scene Coordinator
OSF	Office of Strategic Finance
OSHA	Occupational Safety & Health Administration
OSTP	Office of Science and Technology Policy
PA	Public Assistance
PAR	Protective Action Recommendation

PAS	Personal Assistance Services
PATH	Programs for Assisting in the Transition from Homelessness
PBX	Public Exchange
PCII	Protected Critical Infrastructure Information
PCNS	Portable Changeable Message Sign
PDA	Preliminary Damage Assessment
PETS	Pets Evacuation and Transportation Standards
PFO	Principal Federal Official
PHEP	WI Public Health Emergency Plan
PIO	Public Information Officer
PKEMRA	Post-Katrina Emergency Reform Aid
POWTS	Private Onsite Waste Treatment Systems
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
PSA	Public Service Announcement
PSC	WI Public Service Commission
PTSN	Public Switched Telephone Network
PUP	Pick-up Point
RACES	Radio Amateur Civil Emergency Services
RAP	Radiological Assistance Program
RCFE	Regional Care Facility for the Elderly
RCPT	Regional Catastrophic Planning Team

R&D	Research and Development
RD	Rural Development, USDA
RDD	Radiological Dispersion/Dispersal Device
RDO	Regional Duty Officer
REACT	Regional Emergency All-Climate Training
REQ-A	Request for Assistance
RERT	Radiological Emergency Response Team
RHRC	Regional Hub Reception Center
RIMC	Regional Incident Management Coordinator
RPS	Reception Processing Site
RRCC	Regional Response Coordination Center
RRO	Regional Reliability Organization
RRP	Regional Response Plan
RRT	Regional Response Team
RSS	Receipt, Storage and Stage Remote Site Storage
SA	The Salvation Army
SALT	Sort, Assess, Life and Treatment and/or Transport
SAR	Search and Rescue Suspicious Activity Report
SATURN	Salvation Army Team Emergency Radio Network
SBU	Sensitive-but-Unclassified
SCO	State Coordinating Officer

SCADA	Supervisory Control and Data Acquisition
SDO	WEM Senior Duty Officer
SEO	State Energy Office, DOA
SEOC	State Emergency Operations Center
SFLEO	Senior Federal Law Enforcement Official
SIOC	FBI Strategic Information Operations Center
SLTT	State, Local, Tribal, and Territorial
SNS	Strategic National Stockpile
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SRC	State Radiological Coordinator
SSA	Sector-Specific Agencies
STAC	Southeastern Wisconsin Threat Analysis Center
START	Simple, Triage and Rapid Treatment or Transport
STE	Secure Telephone
STOC	State Traffic Operations Center
SVTS	Secure Video Teleconference System
SWDBO	Statewide Bureau Duty Officer
TAG	The Adjutant General
THIRA	Threat and Hazard Identification and Risk Assessment
TIA	Traffic Incident Alert
TIME	Transaction Information for Management of Enforcement (law enforcement teletype system)

TLO	Threat Liaison Officer
TSA	Transportation Security Administration
TSP	Telecommunications Service Priority
TTY	Teletypewriter
UAS	Unmanned Aircraft Systems
UDSR	Uniform Disaster Situation Report
UHF	Ultra High Frequency
UMCOR	United Methodist Committee on Relief
USACE	U.S. Army Corps of Engineers
US&R	Urban Search and Rescue
US-CERT	United States Computer Emergency Readiness Team
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
US DHS	U.S. Department of Homeland Security
US DOC	U.S. Department of Commerce
US DOJ	U.S Department of Justice
US DOT	U.S. Department of Transportation
USDVA	U.S. Department of Veterans Affairs
US SS	U.S. Secret Service
UW	University of Wisconsin
VAL	Voluntary Agency Liaison
VBIED	Vehicle-borne Improvised Explosive Device

VCT	Voluntary Coordination Team
VHF	Very High Frequency
VMAT	Veterinary Medical Assistance Team
VOAD	Voluntary Organizations Active in Disaster
VRS	Video Relay Service
VTC	Video Teleconference
WARN	Wisconsin Agro-Security Resource Network
WCLN	Wisconsin Clinical Laboratory Network
WDVA	WI Department of Veterans Affairs
WEAVR	Wisconsin Emergency Assistance Volunteer Registry
WEDC	Wisconsin Economic Development Corporation
WEM	Wisconsin Emergency Management
WEM DO	Wisconsin Emergency Management Duty Officer
WERP	Wisconsin Emergency Response Plan
WEST	Wisconsin Emergency Support Team
WEVN	Wisconsin Emergency Volunteer Network
WHEDA	Wisconsin Housing & Economic Development Authority
WHEPP	Wisconsin Hospital Emergency Preparedness Plan
WHMP	Wisconsin Hazard Mitigation Plan
WHMT	Wisconsin Hazard Mitigation Team
WI ARES/RACES	Wisconsin Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Service
WCSPWG	Wisconsin Cyber Strategy and Planning Working Group

WI-DIAL	Wisconsin Disaster Information Assistance Line
WI DHS	WI Department of Health Services
WI DOC	WI Department of Corrections
WI DOJ	WI Department of Justice
WING	Wisconsin National Guard
WISCOM	Wisconsin Interoperable System for Communications
WisDOT	Wisconsin Department of Transportation
WisHELP	Wisconsin highway emergency personnel
WI-TERT	Wisconsin Telecommunicator Emergency Response Taskforce
WI-TF 1	Wisconsin Taskforce 1
WI-Trac	Wisconsin Tracking, Resources, Alerts and Communications
WI VOAD	Wisconsin Voluntary Organizations Active in Diaster
WI Wing CAP	Wisconsin Wing Civil Air Patrol
WMD/T	Weapons of Mass Destruction/Terrorism
WRTF	Wisconsin Recovery Task Force
WSIC	Wisconsin Statewide Intelligence Center
WSLH	Wisconsin State Laboratory of Hygiene
WSP	Wisconsin State Patrol
WVMA	Wisconsin Veterinary Medical Association

GLOSSARY

Access and Functional Needs Populations: People who may have challenges preparing for and responding to disasters can present can present with a wide variety of needs. Rather than labeling such individuals, Wisconsin's practice conforms with the NIMS function-based categorization of access and functional needs:

- Communication: individuals who have limitations that interfere with the receipt of and response to information, such as people with (1) limited hearing or vision, (2) limited speaking ability, (3) limited English proficiency, (4) cognitive disabilities, or (5) mental health issues.
- Maintaining health: individuals who are not self-sufficient or require medical assistance or treatment, such as (1) special diets, (2) durable medical supplies and/or equipment, or (3) medications.
- Independence: individuals requiring support to be independence in daily activities, including people who (1) need adaptive facilities, equipment, or supplies, or (2) normally use the services of a personal assistant.
- Safety, self-determination, and supervision: individuals who require caregivers in order to adequately cope with unusual situations and are unable to identify themselves or lack cognitive ability to assess a situation and react appropriately.
- Transportation: individuals who cannot drive or who do not have a vehicle and individuals who are not ambulatory.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (unified area command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several incident management teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes unified area command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.

Available Resources: Resources assigned to an incident, checked in, and available for use, normally located in a staging area.

Catastrophic Incident: Any natural or man-made incident, including terrorism that results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic incident could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to state, local, tribal, and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Command Staff: In an incident management organization, the command staff consists of the incident command and the special staff positions of public information officer, safety officer, liaison officer, and other positions as required, who report directly to the incident commander. They may have an assistant or assistants, as needed.

Community Recovery: In the context of the NRF and its annexes, the process of assessing the effects of presidentially-declared disaster, defining resources, and developing and implementing a course of action restore and revitalize the socioeconomic and physical structure of a community.

Consequence Management: Predominantly an emergency management function that includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRF. See also crisis management.

Credible Threat: A potential terrorist threat that, based on a threat assessment, is credible and likely to involve WMD.

Crisis Counseling Grants: Funded by FEMA under the Stafford Act to address the counseling needs of a community following a presidentially-declared disaster in which individual assistance is authorized.

Crisis Management: Predominantly a law enforcement function that includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRF. See also consequence management.

Critical Infrastructures: Systems and assets, whether physical or virtual, so vital to the United States that incapacity or destruction of such systems and assets would have a debilitating impact on security, nation economic security, national public health or safety, or any combination of those matters.

Cultural Resources: Cultural resources include historic and prehistoric structures, archeological sites, cultural, landscapes, and museum collections.

Cyber: Pertaining to computers and their support systems, such as servers, routers, and switches that support critical infrastructure.

Defense Support of Civil Authorities (DSCA): Refers to DOD support, including federal military forces, DOD civilians and contractor personnel, and DOD agencies and components, for domestic emergencies and for designated law enforcement and other activities.

Deputy: A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies can be assigned to the incident commander, general staff, and branch directors.

Disaster: See major disaster.

Disaster Recovery Center (DRC): A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid.

Emergency: As defined by the Stafford Act, an emergency is "any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal), or by some combination thereof

Emergency Public Information: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Plan (ERP): The "steady-state" plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Response Provider: Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. (See section 2(6), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).) Also known as "emergency responder."

Emergency Support Function (ESF): A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help survivors and communities return to normal, when feasible, following domestic incidents. The ESFs serve as the primary operational-level mechanism to provide assistance to state, local, and tribal governments or to federal departments and agencies conducting missions of primary federal responsibility.

Emerging Infectious Diseases: New or recurring infectious diseases of people, domestic animals, and/or wildlife, including identification, etiology, pathogenesis, zoonotic potential, and ecological impact.

Environment: Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

Environmental Response Team: Established by EPA, the environmental response team includes expertise in biology, chemistry, hydrology, geology and engineering. The environmental response team provides technical advice and assistance to the OSC for both planning and response to discharges and release of oil and hazardous substances into the environment.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Facility Management: Facility selection and acquisition, building services, information systems, communications, safety and health, and physical security.

Federal Coordinating Officer (FCO): The federal officer who is appointed to manage federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of federal disaster assistance resources and programs to the affected state and local governments, individual victims and the private sector.

Federal On-scene Coordinator (FOSC or OSC): The federal official pre-designated by the EPA or the USCG to coordinate responses under subpart D of the NCP, or the government official designated to coordinate and direct removal actions under subpart E of the NCP.

First Responder: Local and nongovernmental police, fire, and emergency personnel who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as described in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) who provide immediate support services during prevention, response, and recovery operations. First responders may include personnel from federal, state, local, tribal, or nongovernmental organizations.

Functional Needs Support Services (FNSS): Services that enable individuals to maintain their independence in a general population shelter. FNSS includes
- reasonable modification to policies, practices, and procedures
- durable medical equipment (DME)
- consumable medical supplies (CMS)
- personal assistance services (PAS)
- other goods and services as needed

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazard Mitigation: Any cost-effective measure which will reduce the potential for damage to a facility from disaster event.

Hazardous Material: For the purposes of ESF 1, hazardous material is a substance or material, include a hazardous substance, that has been determined by secretary of the U.S. Department of Transportation to be capable of posing a unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated (see 49 CFR 171.8). For the purposes of ESF 10 the term is intended to mean hazardous substances, pollutants, and contaminants as defined the NCP.

Hazardous Substance: As described by the NCP, any substance designated pursuant to section 311 (b)(2) (A) of the Clean Water Act; any element, compound, mixture, solution, or substance

designated pursuant section 102 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to section 3001 the Solid Waste Disposal Act (but not including any waste the regulation of which under the Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.) has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; hazardous air pollutant listed under section 112 of Clean Air Act (42 U.S.C. § 7521 et seq.); and any imminently hazardous chemical substance or mix with respect to which the EPA administrator has taken action pursuant to section 7 of the Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).

HAZUS: Hazards United States

Historic Property: Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w) (5)].

Incident: An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP): The field location at which the primary tactical-level, on-scene incident command functions is performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions

and functional agencies, both public and private, or organized field-level incident management operations.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Management Team (IMT): The incident commander and appropriate command and general staff personnel assigned to an incident.

Incident Mitigation: Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

Infrastructure: The manmade physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

Initial Actions: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

In-kind Donations: Donations other than cash (usually materials or professional services) for disaster survivors.

Joint Field Office (JFO): A temporary federal facility established locally to provide a central point for federal, state, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA disaster field office (DFO), and the JIC within a single federal facility.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS): Integrates incident, information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC advising the IC concerning

public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Joint Operations Center (JOC): The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRF is activated.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authorities. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison Officer: A member of the command staff responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government: A county, municipality, city. town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization; or a rural community, unincorporated town or village, or other public entity. (As defined in section 2(10) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Major Disaster: As described by the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the president causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Material Management: Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

Mitigation: Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to

reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all organizations – federal, state, local, and tribal – for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Center: An off-site temporary facility at which response personnel and equipment are received from the point of arrival and are pre-positioned for deployment to an incident logistics base, to a local staging area, or directly to an incident site, as required. A mobilization center also provides temporary support services, such as food and billeting, for response personnel prior to their assignment, release, or reassignment and serves as a place to out-process following demobilization while awaiting transportation.

Multijurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under unified command.

Mutual Aid Agreement: Written agreement between agencies, organization, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National Disaster Medical System (NDMS): A coordinated partnership between US DHS, HHS, DOD, and the U.S. Department of Veterans Affairs established for the purpose of responding to the needs of victims of a public health emergency. NDMS provides medical response assets and the movement of patients to health care facilities where definitive medical care is received when required.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private sector; and NGOs to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Center: A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at US DHS/USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate federal OSC.

National Response System: Pursuant to the NCP, the mechanism for coordinating response actions by all levels of government (40 CFR § 300.21) for oil and hazardous substances spills and releases.

National Response Team (NRT): The NRT, comprised of the 16 federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating federal agency activities under the NCP. The NRT carries out national planning and response coordination and is the head of a highly organized federal oil and hazardous substance emergency response network. EPA serves as the NRT chair, and US DHS/USCG serves as vice chair.

National Security and Emergency Preparedness (NS/EP): Telecommunications. NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to the population or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

National Special Security Event (NSSE): A designated event that, by virtue of its political, economic, social, or religious significance may be the target of terrorism or other criminal activity.

National Strike Force: The National Strike Force consists of three strike teams established by US DHS/USCG on the Pacific, Atlantic, and Gulf coasts. The strike teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment, and services.

Natural Resources: Natural resources include land, fish, wildlife, domesticated animals, plants, biota, air, water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, aquaculture, and recreational purposes, a well as in its capacity as fish and wildlife habitat, including coral reef ecosystems as defined in 16 U.S.C. 64501. Land means soil, surface and subsurface minerals, and other terrestrial features.

Nongovernmental Organization (NGO): A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Nuclear Incident Response Team (NIRT): Created by the Homeland Security Act to provide US DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized federal response teams drawn from DOE and/or EPA. These teams may become US DHS operational assets providing technical expertise and equipment when activated during a crisis or in response to a nuclear/radiological incident as part of the US DHS federal response.

On-scene Coordinator (OSC): See federal on-scene coordinator.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Prevention: Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Principal Federal Official (PFO): The federal official designated by the secretary of US DHS to act as his/her representative locally to oversee, coordinate, and execute the secretary's incident management responsibilities under HSPD-5 for presidentially-declared disasters.

Private Sector: Organizations and entities that are not part of any governmental structure, including for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

Public Assistance Program: The program administered by FEMA that provides supplemental federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

Public Health: Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.

Public Information Officer (PIO): A member of the command staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Public Works: Work, construction, physical facilities, and services provided by governments for the benefit and use of the public.

Radiological Emergency Response Teams (RERTs): Teams provided by EPA's Office of Radiation and Indoor Air to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

Recovery: The development, coordination, and execution of service and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, nongovernmental, and public assistance programs that: identify needs and define resources; provide housing and promote restoration; address long term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

Regional Response Teams (RRTs): Regional counterparts to the national response team, the RRTs comprise regional representatives of the federal agencies on the NRT and representatives of each state within the region. The RRTs serve as planning and preparedness bodies before a response, and provide coordination and advice to the federal OSC during response actions.

Resources: Personnel and major items of equipment supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Rumor: Incomplete, inaccurate, and ambiguous information.

Situation Assessment: The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decision makers, can provide a basis for incident management decision-making.

Special Populations: See "access and functional needs populations."

State: Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (As defined in section 2(14) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Strategic: Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategic Plan: A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.

Telecommunications: The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic or optical means. Telecommunications includes all aspects of transmitting information.

Telecommunications Service Priority (TSP) Program: The NS/EP TSP Program is the regulatory, administrative, and operational program authorizing and providing for priority treatment (i.e., provisioning and restoration) of NS/EP telecommunications services. As such, it establishes the framework for NS/EP telecommunications service vendors to provide, restore or otherwise act on it priority basis to ensure effective NS/EP telecommunications services.

Terrorism: Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any state or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: An indication of possible violence, harm, or danger.

Transportation Management: Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

Tribe: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan native village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the

special programs and services provided by the United States to Indians because of their status as Indians.

Unaffiliated Volunteer: An individual who is not formally associated with a recognized voluntary disaster relief organization; also known as a "spontaneous" or "emergent" volunteer.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the agency at a single ICP and to establish a common set of objectives and strategies and a single incident action plan.

Uniform Disaster Situation Report (UDSR): The damage assessment reporting form.

United States: The term "United States," when used in a geographic sense, means any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, any possession of the United States, and any waters within the jurisdiction of the United States. (As defined in section 2(16) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Unsolicited Goods: Donated items offered by and/or sent to the incident area by the public, the private sector, or other source, that have not been requested by government or nonprofit disaster relief coordinators.

Urban Search and Rescue: Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

Voluntary Organizations Active in Disaster (VOAD): A VOAD coordinates planning efforts by the many voluntary organizations responding to disaster.

Volunteer: Any individual accepted to perform services by an agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, for example, 16 USC § 742f(c) and 29 CFR § 553.101.)

Volunteer and Donations Coordination Center: Facility from which the volunteer and donations coordination team operates. It is best situated in or close by the SEOC for coordination purposes. Requirements may include space for a phone bank, meeting space, and space for a team of specialists to review and process offers.

Weapon of Mass Destruction (WMD): As defined in Title 18, U.S.C § 2332a: (1) any explosive, incendiary; or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Wireless Priority Service (WPS): WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.

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