



# *Emergency Management*

## *ESF 5*

## Emergency Support Function Approval and Implementation

Wisconsin Emergency Management has coordinated an update of this emergency support function (ESF). This ESF will be reviewed periodically in accordance with the timeline outlined in the state's Integrated Preparedness Plan.

DocuSigned by:

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Greg Engle, Administrator  
Wisconsin Emergency Management

Date: 12/17/2024 | 2:17 PM CST

This ESF is hereby adopted as written and supersedes all previous versions.

Signed by:

*Brig Gen David May*

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DAVID W. MAY, Brigadier General  
Interim Adjutant General of Wisconsin

Date: 1/14/2025 | 1:28 PM CST

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**Table 1-1: Coordinating and Support Agencies**

<b>Lead Coordinating Agency</b>	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
<b>Supporting Agency</b>	Department of Military Affairs/Wisconsin National Guard (DMA/WING)
<b>Federal ESF Coordinating Agency</b>	Federal Emergency Management Agency (FEMA)

## 1. Introduction

### 1.1. Purpose

The purpose of ESF 5 is to outline the core management, administrative, and operational functions of Wisconsin Emergency Management (WEM) to assist local responses and coordinate state support for significant emergencies and disasters.

### 1.2. Scope

WEM and partners utilize the State Emergency Operations Center (SEOC), to respond to emergencies through:

- 1.2.1 Collection, analysis, and distribution of information about ongoing or potential emergencies and disasters. Appropriate authorities and the public should be kept apprised of the status of the emergency.
- 1.2.2 Coordination of state personnel, resources, and tasking in support of local and county and tribal emergency response.
- 1.2.3 Validation, processing, and monitoring of all requests for federal assistance for the state, counties and tribes through FEMA Region V.
- 1.2.4 Planning for future operations and long-term recovery.

### 1.3 Authorities

- 1.3.1 Support and coordination of statewide mutual aid agreements is identified under Wisc. Stat. § 66.0312, 66.03125, 66.0313, and 66.0314.
- 1.3.2 Interstate requests through the Emergency Management Assistance Compact (EMAC) are outlined under Wisc. Stat. § 323.80 as well as Canadian province requests through the State and Province Emergency Management Assistance Compact (NEMAC) under Wisc. Stat. § 323.81.
- 1.3.3 The Governor, Adjutant General, and WEM administrator have the authority to activate and elevate the SEOC to any level deemed appropriate.

- 1.3.4 In accordance with Wisc. Stat. § 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. Concept of Operations

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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 The SEOC Operations Manual is maintained to aid the operation of the SEOC through organization, staffing, and operational guidance as well as position checklists.
- 2.1.2 The SEOC Operations Manual is updated regularly, and physical copies are located throughout the SEOC.
- 2.1.3 The SEOC's primary location is at the Department of Military Affairs, Joint Forces Headquarters, Room A111, 2400 Wright Street, Madison, Wisconsin.
- 2.1.4 Should the primary location be unavailable for any reason, alternate sites for the SEOC may be considered. Mobilization to an alternate SEOC is described in the DMA/WEM Continuity of Operations Plan (COOP).
- 2.1.5 WebEOC serves as the secure online incident management system through which all state emergency operations activities are managed.

### 2.2. Readiness Levels

The SEOC operates at one of four readiness levels. Readiness levels range from the lowest (Level 4) to the highest (Level 1).

More detailed information about each level may be found in the SEOC Operations Manual.

- 2.2.1 The four readiness levels of the SEOC include
- 2.2.1.1. Level 4 (Green) Active Monitoring and Support
  - 2.2.1.2. Level 3 (Yellow) Expanded Monitoring and Support
  - 2.2.1.3. Level 2 (Orange) Partial SEOC Response
  - 2.2.1.4. Level 1 (Red) Full State/Federal Response
- 2.2.2 Considerations for determining the SEOC operation level include, but are not limited to:

- 2.2.2.1. Severe weather events such as tornado warnings for multiple counties winter storms or blizzard warnings, or imminent threat of flash flooding.
- 2.2.2.2. Mass evacuation and/or shelters opening in response to mass evacuations.
- 2.2.2.3. Other factors such as number of counties affected, population in affected counties, potential for extensive power outages, or timing of an incident (e.g. ongoing holiday travel, special events, etc.)
- 2.2.2.4. Incidents that cause significant disruption to community activities and affect public safety, including closure of major portions of the interstate system, potential or actual impacts on critical infrastructure, or resource requests or the need for involvement of multiple state agencies.

### **2.3. Staffing Considerations**

When an elevation of the SEOC to Level 2 or above is anticipated to exceed 12 hours the SEOC manager may initiate the following:

- 2.3.1 Direct the Planning Support 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 Center Support Section to provide meals and refreshment for SEOC staff.

### **2.4. Organizational System**

The SEOC is 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 the SEOC supports the emergency management efforts of local units of government.

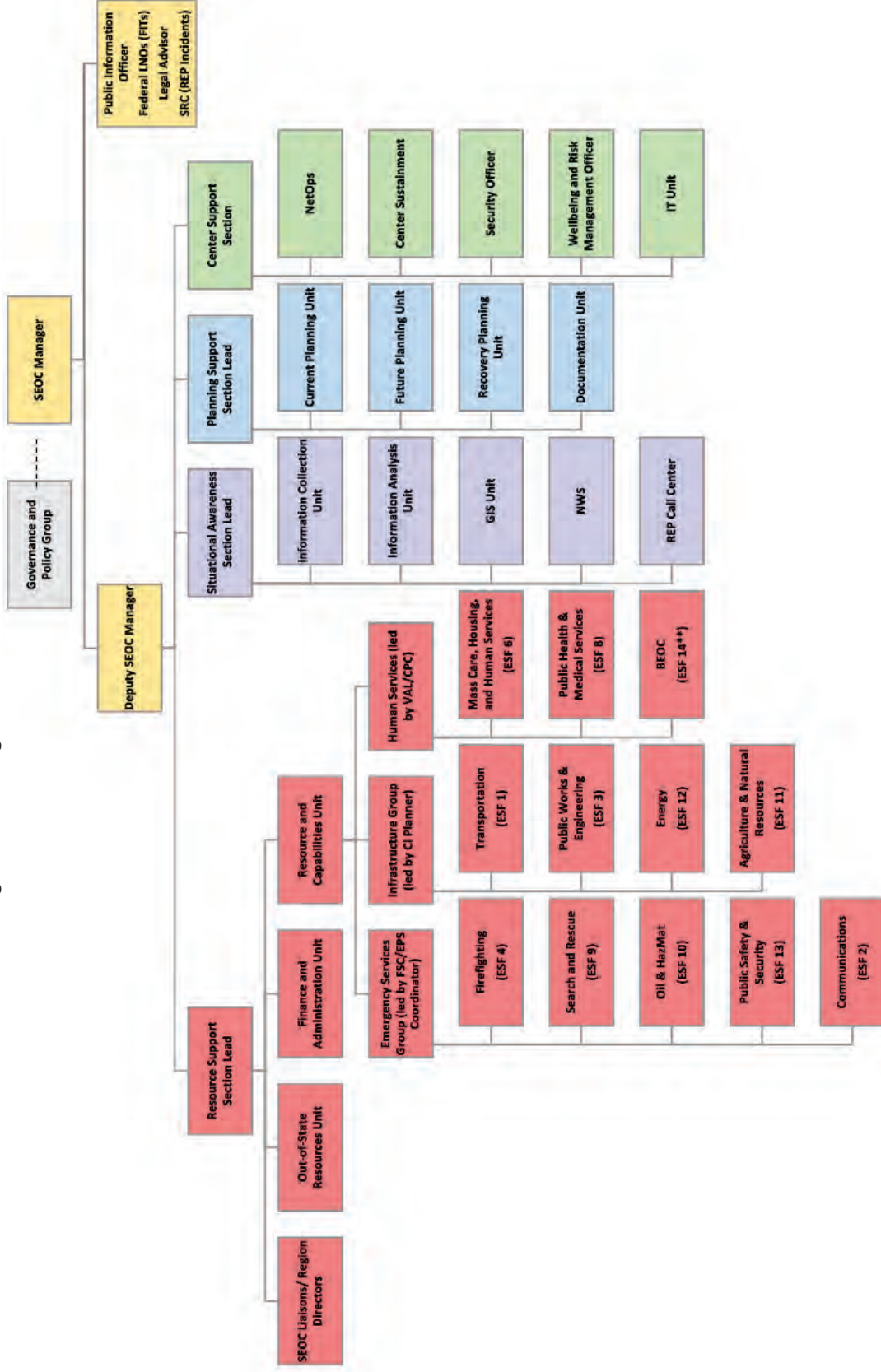
The Wisconsin SEOC utilizes an Incident Support Model (ISM) structure. Positional roles are described in greater detail in the SEOC Operations Manual. The chart on the following page illustrates the organization of SEOC staff.



# Wisconsin Emergency Response Plan Emergency Management

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Figure 1: SEOC Organizational Chart





## **2.5. Presidential Disaster Declaration**

- 2.5.1 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.
- 2.5.2 ESF 5 coordinates with FEMA Region V to assess state and local resource needs and identify specific requests for federal emergency management assistance. If staffed, WEM may work with the Wisconsin Federal Integration Team (FIT) to support this coordination.
- 2.5.3 Based on the preliminary damage assessment (PDA), the governor may request a presidential disaster declaration.
- 2.5.4 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).
- 2.5.5 FEMA appoints a Federal Coordinating Officer (FCO) who has the authority to establish a JFO to administer the presidential disaster declaration.

## **2.6. Federal Support Organization**

- 2.6.1 The National Response Coordination Center (NRCC) monitors potential or developing incidents, issues alerts, notifications, and situation reports, develops national-level plans, and supports federal, regional, and field operations.
- 2.6.2 The FEMA Region V Regional Response Coordination Center (RRCC) makes initial contact with the affected states, determines initial response requirements and objectives for federal assistance, and coordinates operations and situational reporting until a Joint Field Office (JFO) is established.
- 2.6.3 A Joint Field Office (JFO) may be opened once a presidential disaster declaration is approved to coordinate federal assistance in support of state, tribal, and local response efforts. The JFO establishes joint plans with state and tribal response partners, reports information to the RRCC and NRCC, and transitions operations back to the RRCC during demobilization.
- 2.6.4 A Disaster Recovery Center (DRC) is 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 and subsequent ESF both define standardized tasks that constitute emergency response responsibilities of any agency serving a role in emergency management. The following defines those responsibilities unique to DMA and 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/Wisconsin Emergency Management

Table 3-1: Lead Agency Functions by Phase

Agency	Functions
<b>Department of Military Affairs:            Wisconsin Emergency Management</b>	<ul style="list-style-type: none"> <li>• Support response activities as outlined in the WERP Plan, applicable ESFs, and Standard Operating Procedures (SOPs).</li> <li>• Establish communications with the appropriate WEM region director, state agencies, local and tribal governments, and FEMA Region V.</li> <li>• Elevate SEOC and staff ESFs, as necessary.               <ol style="list-style-type: none"> <li>1. Implement coordination systems as defined in the Concept of Operations section of this ESF.</li> <li>2. Provide for:                   <ul style="list-style-type: none"> <li>▪ Information collection, analysis, and management to develop a common operating picture.</li> <li>▪ SEOC incident action planning.</li> <li>▪ SEOC coordination of operations.</li> <li>▪ Resource acquisition and management, as requested by local, tribal, and county EOCs and incident command post.</li> <li>▪ Deployment and staffing.</li> <li>▪ Logistics management.</li> <li>▪ Facilities management.</li> <li>▪ Financial management.</li> <li>▪ SEOC worker safety and health.</li> </ul> </li> </ol> </li> <li>• Coordinate state public information activities.</li> <li>• Dispatch the mobile command center (MCC) and other state agency or WING assets, as appropriate.</li> <li>• Coordinate deployment of emergency response teams to conduct operational support functions (e.g. Multi-Agency Coordination (MAC) elements, incident management teams).</li> <li>• Coordinate mutual aid activities including EMAC, NEMAC, and private organization assets.</li> <li>• Prepare regular status reports on the situation for the governor, state agencies, federal and state legislators, and FEMA.</li> </ul>



Agency	Functions
	<ul style="list-style-type: none"> <li>• Prepare executive orders and proclamations to address state emergency response operations for the governor, as necessary.</li> <li>• Provide SCO to JFO upon activation.</li> <li>• Provide for SEOC COOP planning and an alternate SEOC.</li> <li>• Activate the alternate SEOC and direct staff to relocate at the direction of the SEOC manager.</li> <li>• Coordinate demobilization activities.               <ul style="list-style-type: none"> <li>○ Demobilize the MCC, as appropriate.</li> <li>○ Demobilize SEOC operations, as appropriate.</li> </ul> </li> </ul>

### 3.2. Wisconsin Governmental Support Agency

Table 3-2: State Government Support Agencies Functions

Agency	Functions
<b>Department of Military Affairs:            Wisconsin National Guard</b>	At the direction of the adjutant general, the Joint Operations Center (JOC): <ul style="list-style-type: none"> <li>• Controls all WING forces that are or may be activated.</li> <li>• Receives requests for civil support.</li> <li>• Manages information about the situation and status of WING units and provides data to the SEOC.</li> <li>• Coordinates with U.S. Northern Command, Colorado Springs, CO, for reception, staging, and movement of federal military forces, if the incident is of such magnitude as to require them.</li> <li>• Coordinates the flow of notifications received through the JOC DO system to ensure appropriate response.</li> <li>• Questions or requests for assistance should be directed to the JOC DO at the 24-hour phone number (800) 943-0003. Standard Operation Procedures for the JOC are further outlined in the DO Manual.</li> </ul>

## 4. Supporting Documents

### 4.1. Federal Support

4.1.1 [National Response Framework, Fourth Edition, October 2019](#)

4.1.2 [Emergency Support Function #5 - Information and Planning Annex, June 2016](#)

**Table 4-1: Record of Change**

#	Date	Agency/Individual	Change
1.	September 2024	Wisconsin Emergency Management	Removed all supporting agencies other than Department of Military Affairs/Wisconsin National Guard
2.	September 2024	Wisconsin Emergency Management	Removed content that is outlined in the SEOC Operations Manual to avoid duplication and repetition
3.	September 2024	Wisconsin Emergency Management	Updated readiness levels
4.	December 2024	Wisconsin Emergency Management	Updated Authorities section
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