



Public Safety & Security

ESF 13



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:

Greg Engle

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Greg Engle, Administrator
Wisconsin Emergency Management

Date: 7/31/2024 | 3:00 PM CDT

This emergency support function 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: 8/6/2024 | 3:03 PM CDT



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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 (CP) 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 human-caused, technological, or natural disasters.

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.
- 1.3.2 The governor appoints the administrator of WEM with the advice and consent of the senate. The administrator oversees the director of EPS, who 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 those 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 The 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).
- 1.3.5 Under the direction of the Wisconsin Homeland Security Council (HSC) and the Wisconsin Department of Justice/Wisconsin Statewide Intelligence 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.

2. Concept of Operations

2.1 General

- 2.1.1 Law enforcement organizations throughout Wisconsin are responsible for performing public safety and security functions in their established jurisdictions in accordance with applicable federal, state, tribal, county, and local statutes or ordinances. When a jurisdiction needs assistance, they may request assistance through:
 - 2.1.1.1 Established mutual aid agreements or
 - 2.1.1.2 Emergency Police Services through the WEM Duty Officer
- 2.1.2 The WEM Duty Officer works with the requesting jurisdiction, Emergency Police Services Director, DMA Leadership, and appropriate state agencies to identify the appropriate resource to meet the needs of the requesting jurisdiction.
- 2.1.3 If the State Emergency Operations Center (SEOC) is elevated in response to an incident, representatives from WSP, EPS, and the WING 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.
- 2.1.4 General ESF 13 functions are:
 - 2.1.4.1 Establish the perimeter and security of incident sites
 - 2.1.4.2 Protect key facilities



- 2.1.4.3 Control access to incident sites and facilities
- 2.1.4.4 Provide for the protection of emergency responders, other workers, and the preservation of evidence
- 2.1.4.5 Control traffic and crowds
- 2.1.4.6 Assist in the evacuation of the affected area
- 2.1.4.7 Maintain on-going law enforcement services to existing populations during the incident
- 2.1.5 ESF 13 Agencies will:
 - 2.1.5.1 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.
 - 2.1.5.2 Coordinate and direct requests for local law enforcement assistance. Redeploy and restage resources, as appropriate.
 - 2.1.5.3 Assess local law enforcement and security requirements.
 - 2.1.5.4 Coordinate with ESF-15 *External Affairs* to ensure appropriate public messaging is accomplished
 - 2.1.5.5 After evacuation efforts are completed, coordinate requests for transportation resources with other ESFs to provide the necessary local assistance.
 - 2.1.5.6 Coordinate with support agencies to prioritize and develop strategies for a coordinated response; continually reassess priorities to address the most critical needs.
 - 2.1.5.7 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 Incident Annex of the Wisconsin Emergency Response Plan.
 - 2.1.5.8 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.
 - 2.1.5.9 Assist with the coordination of any investigations of the incident for criminal acts and other federal and state accident requirements.



- 2.1.5.10 Provide ESF 1 – *Transportation* with available support during an emergency to facilitate the movement of traffic along the state's road systems.
- 2.1.5.11 Coordinate the assistance which is provided by government-sponsored volunteer groups and resources in support of the functions of this ESF.
- 2.1.5.12 In the event of civil unrest/disorder, ESF 13 will provide support for the incident when requested by local authorities.
- 2.1.5.13 Consider use of WICAMS credentialing for assets and personnel responding through mutual aid.

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 post.
- 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.
 - 2.2.6.1 Each area has an area director who will organize and coordinate the dispatch of resources in their mutual aid area in times of emergencies.
- 2.2.7 The EPS manual describes the specific structure, organization, and responsibilities of EPS. See the EPS manual for further details.

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
<ul style="list-style-type: none"> • When requested, coordinate assistance from other law enforcement agencies including: <ul style="list-style-type: none"> ○ Municipal police departments ○ County sheriff's departments ○ WSP ○ DNR Bureau of Law Enforcement ○ Other state's law enforcement agencies through interstate mutual aid agreements ○ Canadian province law enforcement through the state and province emergency management assistance compact. ○ WING through the joint operations center (JOC) ○ Other states' law enforcement agencies through EMAC ○ Federal law enforcement agencies • When information 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. • 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 Director and/or ESF-13 lead in SEOC
<ul style="list-style-type: none"> • 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: <ul style="list-style-type: none"> ○ Portable radio repeaters on designated interoperable frequencies ○ Radio interconnection equipment (ACU-1000, etc.) ○ Portable two-way radio equipment ○ Redundant communications capabilities through Wisconsin Radio Amateur Civil Emergency Services (WI RACES) and other sources ○ 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 with local, state, and federal law enforcement to provide security assistance for critical infrastructure sites throughout Wisconsin. 	DMA/WEM
<ul style="list-style-type: none"> • In the event of a prison disturbance, 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



Action Item	Agency
<ul style="list-style-type: none"> • Provide law enforcement support and security for state facilities, institutions, officials, and resources. 	DOA/CP WisDOT/WSP DMA/WING
<ul style="list-style-type: none"> • Coordinate with WSP in the determination of routes and control points for evacuation actions. • Coordinate state-owned transportation resources for use during evacuations, as requested. • 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
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • 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 responding agencies, as needed. 	DHS
<ul style="list-style-type: none"> • 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 Search and Rescue. • Assist with and provide security for evacuation routes in accordance with ESF 1 Transportation. 	Local



Action Item	Agency
<ul style="list-style-type: none"> • 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 Joint Terrorism Task Force. • 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. • When requested, assist the EPS coordinator with validating and prioritizing requests for law enforcement assets. 	DOJ
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • Assist in reentry of evacuees into the affected area(s). 	Local DMA/WEM DMA/WING WisDOT/WSP
<ul style="list-style-type: none"> • Assist in the reestablishment of local law enforcement agency capability. 	DMA/WEM



Action Item	Agency
<ul style="list-style-type: none">• Maintain adequate law enforcement resources to support local operations during recovery in the affected area(s).	DMA/WEM WisDOT/WSP DMA/WING Local
<ul style="list-style-type: none">• 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 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/their 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

4.2 Agency-Specific Plans and Procedures

- 4.2.1 Emergency Police Service Program Manual

4.3 National Response Framework ESF 13



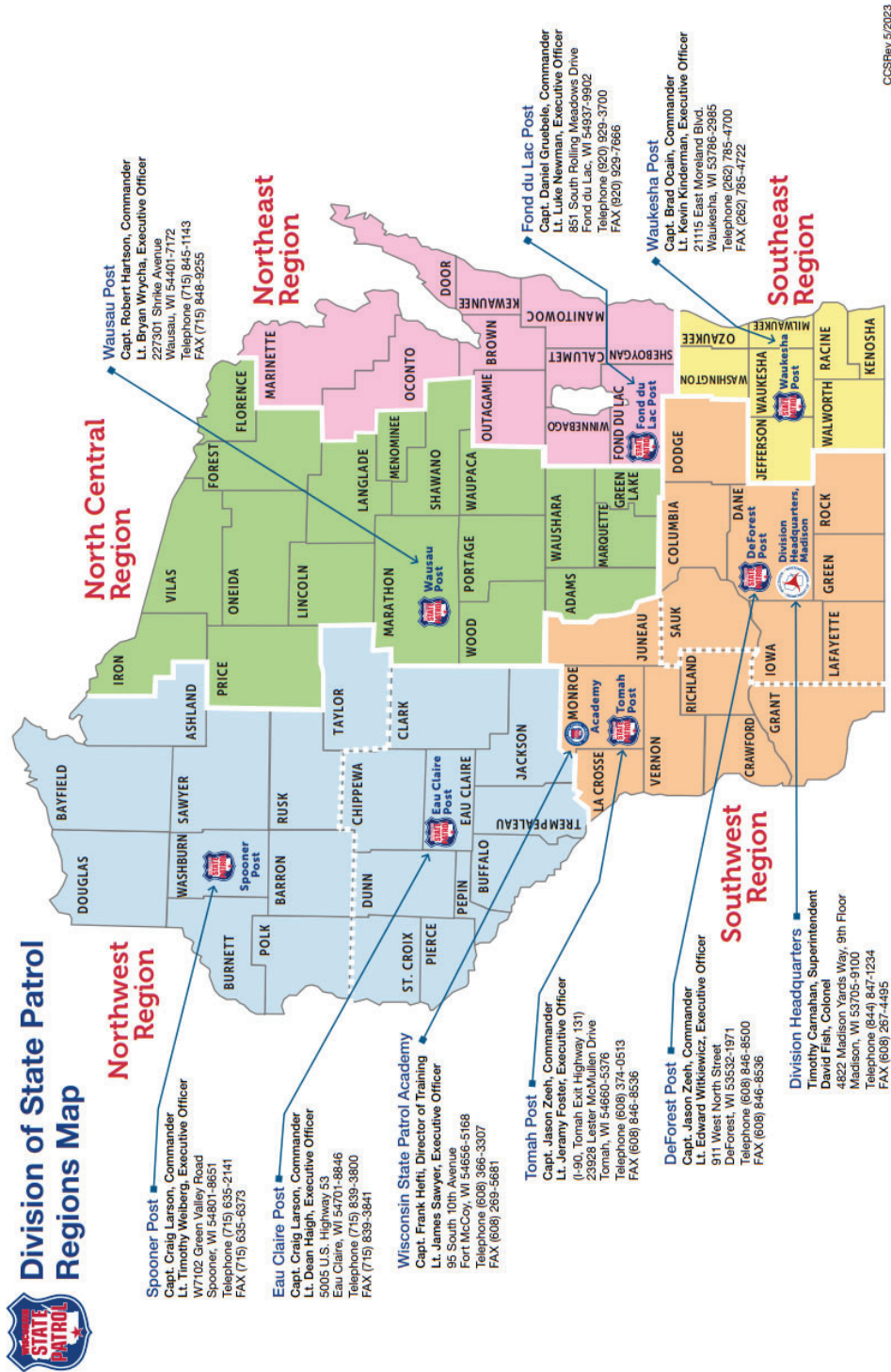
Table 4-1: Record of Change

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Attachment 1

Wisconsin State Patrol Regions Map



CCSRRev 5/2023



Wisconsin Emergency Response Plan
WI State Patrol Regions Map

ESF 13
Attachment 1

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Attachment 2

EPS Mutual Aid Areas Map

EMERGENCY POLICE SERVICES MUTUAL AID AREAS – 2019-2022



Dallas S. Neville, Deputy Director EPS phone 608-242-3000

Director of Emergency Police Services (EPS) 608-444-0003