State-to-State Mass Evacuation Incident Annex

Annex Approval and Implementation

Wisconsin Emergency Management has coordinated an update to this of the Wisconsin Emergency Response Plan. This annex will be reviewed in accordance with the timeline outlined Wisconsin Emergency Management Integrated Preparedness Plan (IPP). If needed, modifications to this annex will be coordinated with appropriate stakeholders and routed through the Adjutant General for approval.

DocuSigned by:

Greg Engle

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Greg Engle, Administrator
Wisconsin Emergency Management

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

This incident annex 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

Wisconsin Emergency Response Plan
State-to-State Mass Evacuation Incident

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Health Services (WI DHS)
	Department of Children & Families (DCF)
Wisconsin Governmental Support Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
	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)
	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 an emergency outside of Wisconsin prompts either a spontaneous evacuation of out-of-state residents to Wisconsin, or a direct request for Wisconsin to host evacuees or refugees from another state, this plan provides for state-managed mass care and recovery. 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 necessary.

2.1.2   A surge of out-of-state evacuees into Wisconsin from an incident or emergency 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 Northern Emergency Management Assistance Compact (NEMAC)

2.1.2.4   Through a direct request from FEMA to the host state

2.1.2.5   Through other means of government-facilitated evacuations.

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 residence 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 How those with special considerations (e.g. pets; adults and children with disabilities and others with access and inclusion needs) may get to/access shelter facilities.

2.1.6 Pre-screening of transportation-dependent evacuees will occur at local assembly areas when evacuees are boarding transit vehicles or upon arrival at the evacuation destination.

2.1.7 The SEOC will strongly advocate home state use of an evacuee tracking system to:

2.1.7.1 Identify and aggregate:

- *Family members*

- *Their pets and service animals*

- *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 inclusion needs

2.1.7.6 Flag unaccompanied minors

2.1.7.7 Flag those on probation, parolees, or sex offenders

2.1.8 If the home state does not have an evacuee tracking system, WI-DHS could implement the use of patient tracking software for evacuee tracking purposes.

2.1.9 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.

2.1.10 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 occur:

3.1.1 Disaster survivors from another state evacuate to Wisconsin by means of:

3.1.1.1 An Emergency Management Assistance Compact (EMAC) Resource Support Agreement

3.1.1.2 A Northern Emergency Management Assistance Compact (NEMAC) Resource Support Agreement.

3.1.1.3 A signed FEMA/Host-State Agreement that requires the State of Wisconsin to host evacuees

3.1.1.4 Spontaneous arrival of evacuees or refugees.

3.1.2 The governor directs state agencies to activate this plan.

3.2 Site Organization

The following chart suggests a concept of site organization for the shelters and Disaster 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
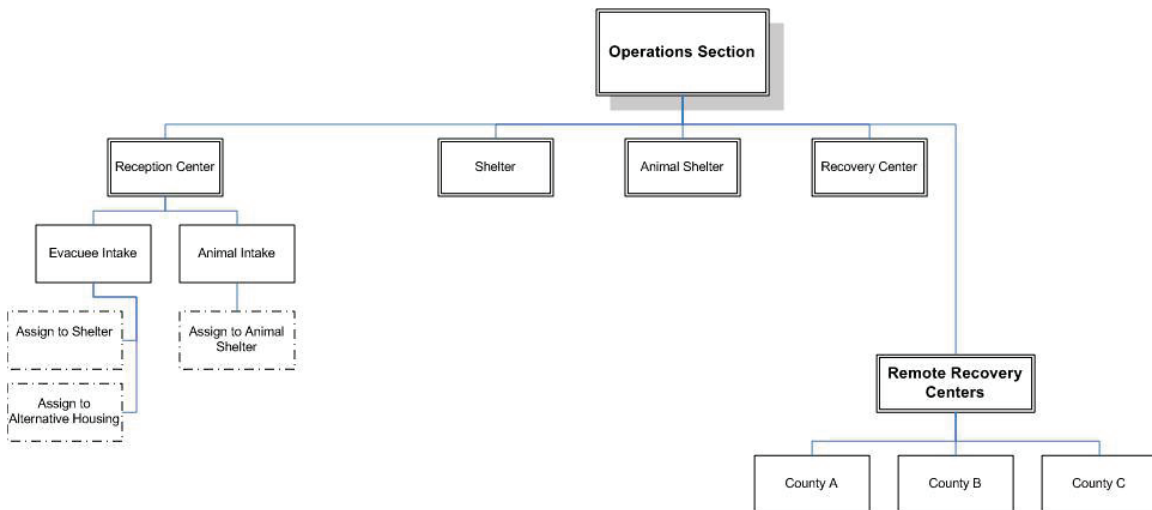
3.2.3 Disaster Recovery Center (DRC) vs. Multi-Agency Resource Center (MARC)

3.2.3.1 In the event of a Presidential Declaration of a Major Disaster, a 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 of a Major Disaster, a MARC will be activated to facilitate the dissemination of available aid.

3.2.4 The inclusion of remote Multi-Agency Recovery Centers (MARCs), or Disaster Recovery Centers (DRCs), in the concept of operations

Figure 1: Concept Site Organization

3.3 Incident Management Teams

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
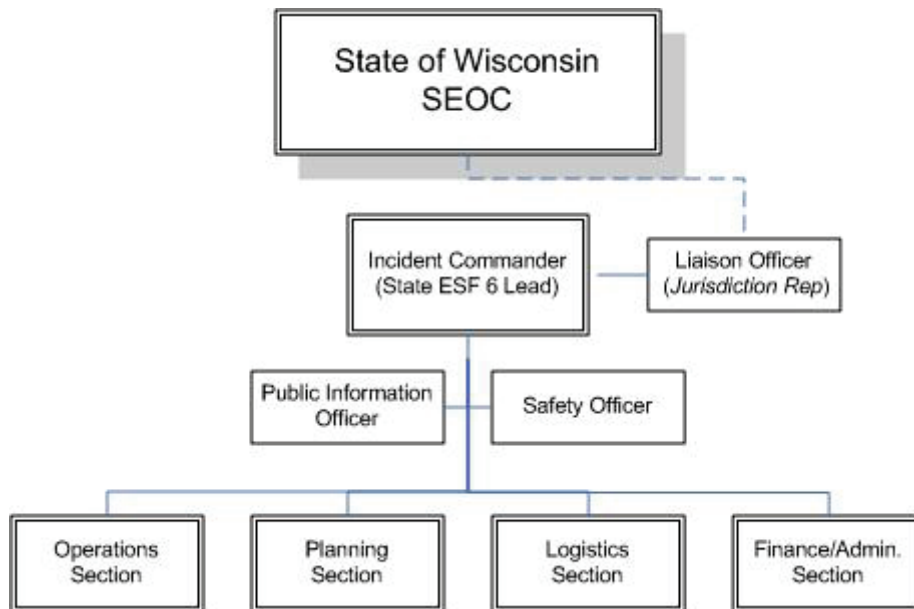
incident management function to include all components and functions of a command and general staff. An IMT:

  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.
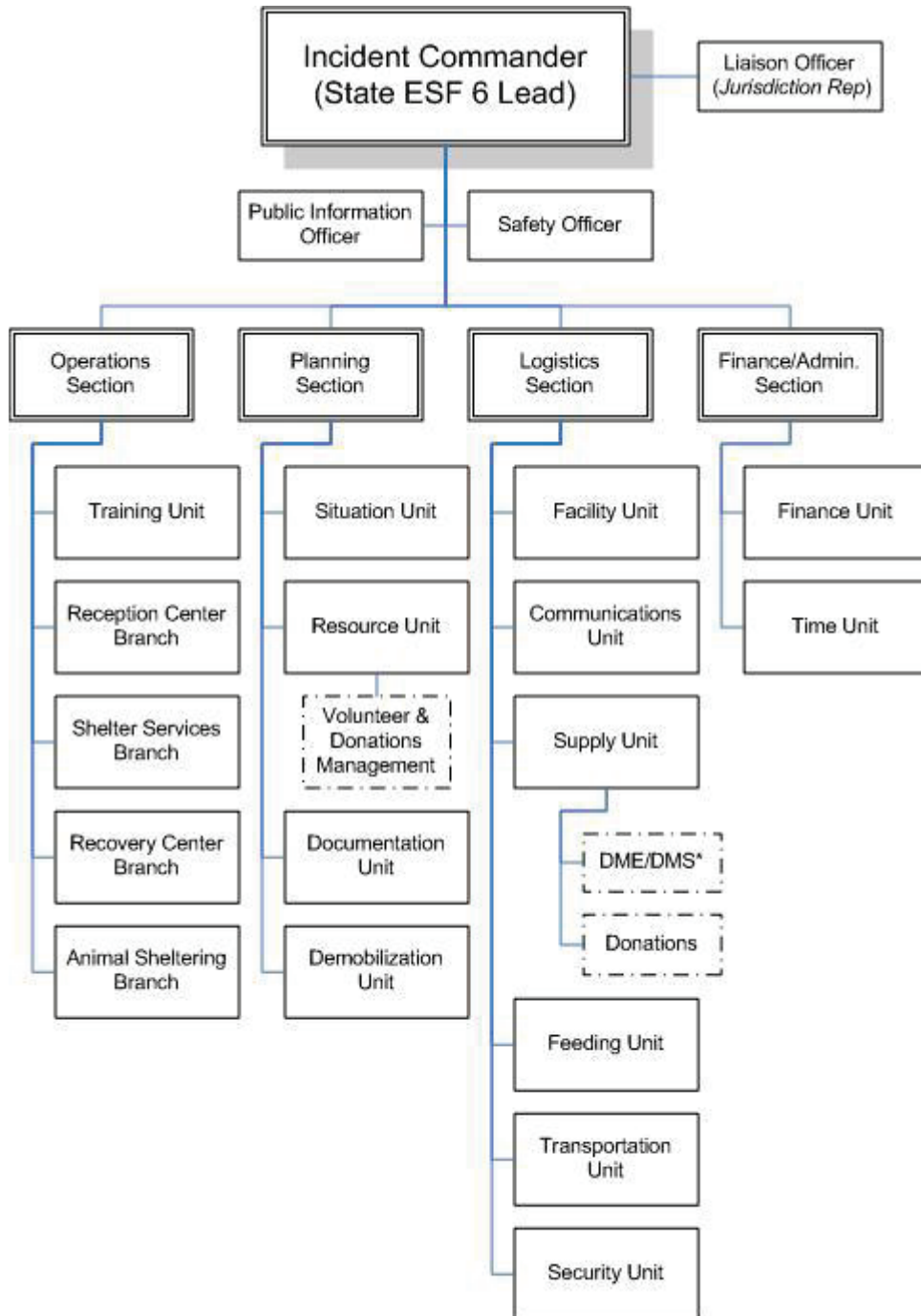
Figure 2: Incident Command Chart

State-to-State Mass Evacuation Incident
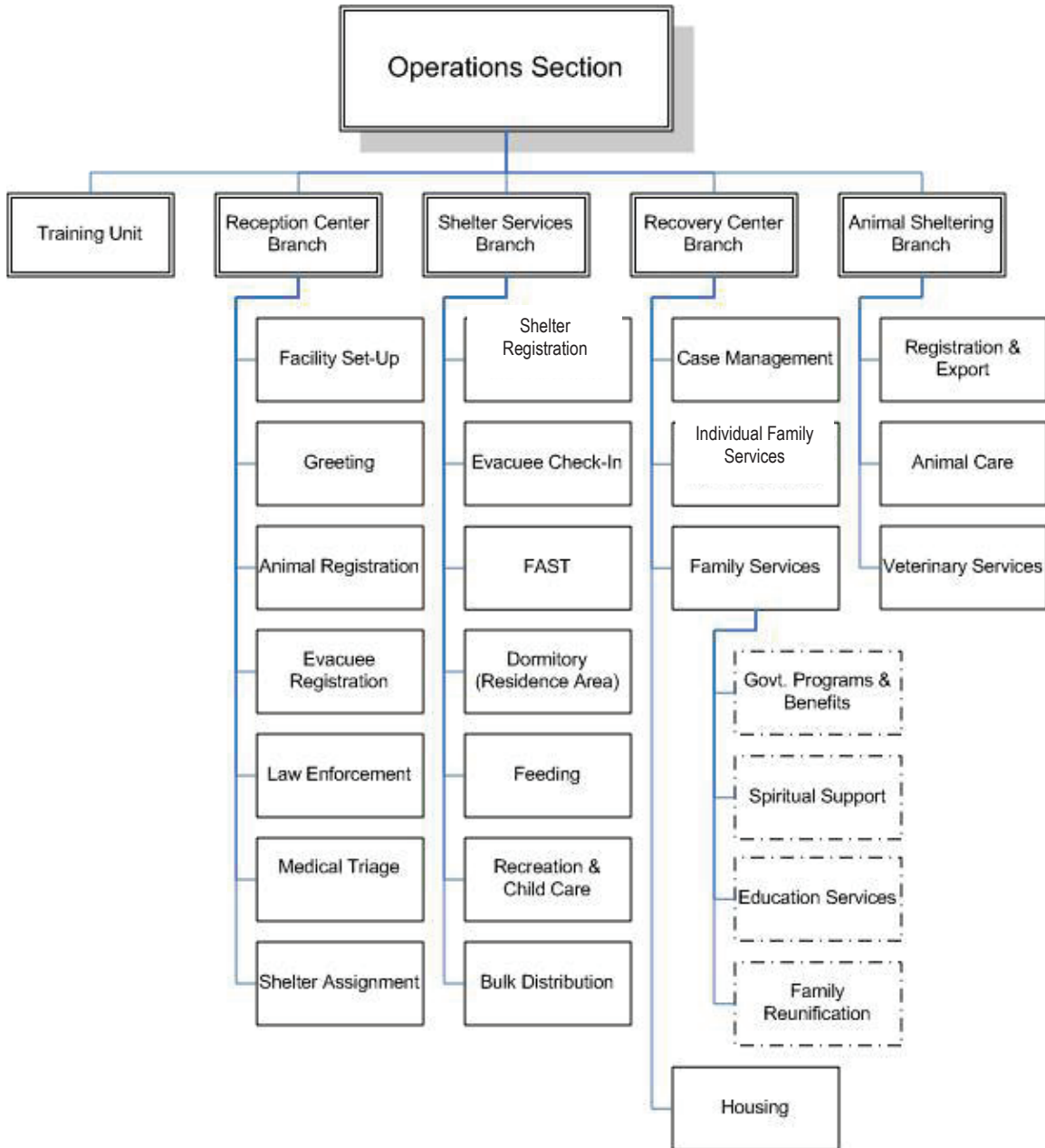
Figure 3: ESF Incident Command Chart

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                    ┌─────────────────────────┐       ┌─────────────────────┐
                    │   Incident Commander     │       │  Liaison Officer    │
                    │   (State ESF 6 Lead)     │       │ (Jurisdiction Rep)  │
                    └─────────────────────────┘       └─────────────────────┘
                              │
              ┌───────────────┴───────────────┐
       ┌──────────────┐              ┌──────────────┐
       │   Public     │              │   Safety     │
       │ Information  │              │   Officer    │
       │   Officer    │              └──────────────┘
       └──────────────┘
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Operations Section	Planning Section	Logistics Section	Finance/Admin. Section
Training Unit	Situation Unit	Facility Unit	Finance Unit
Reception Center Branch	Resource Unit	Communications Unit	Time Unit
Shelter Services Branch	Volunteer & Donations Management	Supply Unit	
Recovery Center Branch	Documentation Unit	DME/DMS*	
Animal Sheltering Branch	Demobilization Unit	Donations	
		Feeding Unit	
		Transportation Unit	
		Security Unit	

*Durable Medical Equipment/Durable Medical Supplies

3.5 Functional Organization

Figure 4: Operational Section Functional Organization

3.6 SEOC Interface

The SEOC may elevate to Level 4 or higher in anticipation of and in support of activation of this plan, with the following ESFs providing operational support.

Table 2: 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, Volunteer Management, and Points of Distribution 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. Agency Responsibilities

4.1 Lead Coordinating Agencies

Table 3: Lead Coordinating Agency Responsibilities

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.

	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

Agency	Functions
	• 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).

Department of Children & 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

4.2 Wisconsin Governmental Support Agencies

Table 4: State Government Support Agencies Functions

Agency	Functions
Department of Administration	• Coordinate with federal agencies to assess housing needs of vulnerable evacuees. • Coordinate with Wisconsin Housing and Development Authority to implement programs that support survivors.
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 declaration of an emergency or major disaster that includes individual assistance.

Department of Military Affairs: Wisconsin Emergency Management	• Elevate and manage the SEOC in support of response and recovery operations for evacuees. • 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	• Coordinate with the DOA and federal agencies to identify multifamily and elderly affordable housing

Agency	Functions
Development Authority	• Administer home buying and home improvement programs, as appropriate for disaster survivors.

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

4.3 Non-Governmental Support Organizations

Agency	Functions
Adventist Community Services	• Support donations management operations, as available or as needed.
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, as needed. • Complete damage assessment on residential properties. • Provide recovery casework and direct financial assistance.

The Salvation Army	• Support 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 recovery efforts with US-DHS, FEMA, state, county, local, and tribal government, and others to address evacuees' unmet needs. • Support and coordinate case management training and support materials for long-term recovery.

4.4 Host County

Agency	Functions
Host Jurisdiction **Host Tribe**	**County emergency management** **Tribal emergency management** • Support unified command as appropriate. • 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.

5. Supporting Documents

5.1 References

5.1.1   FEMA Recovery Policy 9580.7 – Host-State Evacuation and Sheltering Frequently Asked Questions

5.1.2   National Response Framework, ESF 6

5.1.3   National Disaster Recovery Framework

Table 5: Record of Change

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