



State of Wisconsin

Emergency Response Plan

Basic Plan

***State of Wisconsin
Emergency Response Plan
(WERP)***



Basic Plan Approval and Implementation

Wisconsin Emergency Management has coordinated an update of this Basic Plan. This plan will be reviewed periodically in accordance with the timeline outlined in the state's Integrated Preparedness Plan.

DocuSigned by:

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

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

Signed by:

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Date: 8/6/2024 | 3:03 PM CDT



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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 Management¹.

1.1. CEMP

The CEMP is a family of plans intended to comprehensively describe and establish the functions and activities necessary to implement a statewide, all-hazards², all-mission³ emergency management program.

1.1.1. The CEMP is organized as a basic plan and 4 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
Wisconsin Prevention Plan and Protection Plan	Establishes the state’s strategy to prevent, avoid, or stop an imminent, threatened, or actual act of terrorism. 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.

2. Introduction

This Basic Plan describes elements specific to the WERP and the response mission area. In some cases, elements of the WERP, Wisconsin Prevention and Protection Plan, Wisconsin Hazard

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



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Mitigation Plan, and Wisconsin Recovery Plan may be utilized simultaneously.

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 local⁴, state, and tribal governments as requested for all-hazards response in Wisconsin or in other states but requiring the use of Wisconsin-based resources.

2.2. 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 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.

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
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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.



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WERP	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<p>Provide additional detail for coordinating and executing specific process or administrative requirements of the emergency support function. Examples include:</p> <ul style="list-style-type: none"> • ESF 6 Attachment – Donations Management • ESF 6 Attachment – Volunteer Management • ESF 11 Attachment – Animal Disaster Response
Incident-Specific Annexes	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Traffic control • Transportation systems and resources allocation • Infrastructure repair
2	Communications and Warning	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Building inspection and condemnation • Debris removal • Infrastructure restoration • Engineering services and construction management



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ESF	Title	Scope
4	Firefighting	<ul style="list-style-type: none"> • Resource support to rural and urban firefighting operations • Resource support to wild land fire operations
5	Emergency Management	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Resource acquisition • Logistical coordination of the movement of resources • Coordination of resource staging areas • Donations and volunteer management
8	Health and Medical Services	<ul style="list-style-type: none"> • Public health • Medical support activities • Mortuary services
9	Search and Rescue	<ul style="list-style-type: none"> • Search for missing persons and downed aircraft • Extrication of trapped accident victims
10	Oil and Hazardous Materials	<ul style="list-style-type: none"> • Technical response to non-radioactive hazardous materials incidents • Technical response to actual or impending releases of radiological materials
11	Agriculture and Natural Resources	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Provision of emergency utilities to critical facilities • Energy infrastructure assessment, repair, and restoration • Petroleum shortage contingency plan
13	Public Safety and Security	<ul style="list-style-type: none"> • Traffic and crowd control • Public safety and security support • Correctional facility and resource security • Evacuation
14	Cross Sector Business and Infrastructure	<ul style="list-style-type: none"> • Note: This plan is currently in development in the 2024 Planning Cycle
15	External Affairs	<ul style="list-style-type: none"> • Emergency public information • Emergency preparedness and protective action instructions • Media and community relations



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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 or their designated representative who then notifies 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

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.



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- 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 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.

3.2. Catastrophic⁵ 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

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.



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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.
- 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.



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- 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 Community⁶” 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 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

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.*



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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



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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 Agencies⁷

State agencies support local units of government and local first responders in responding to a 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 Support Model (ISM)
- 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

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



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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



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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

The Department of Military Affairs 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) Is a function currently performed by the Wisconsin National Guard Joint Operations Center (JOC)

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



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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.



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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.



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- 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

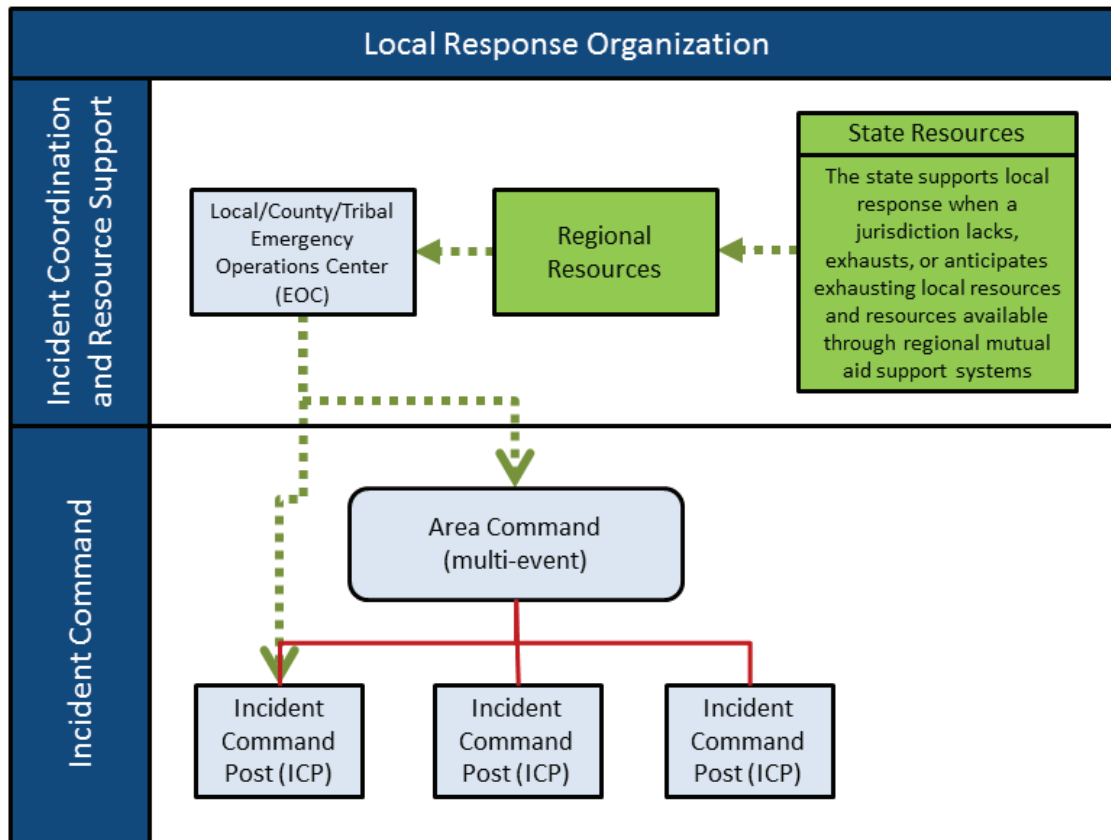
The physical location which coordinates local information and resources to support the incident commander.

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

Figure 7-1: Local Response Organization



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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



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response. Generally, see Chapters 59, 60, 61, 62, and 66 of the Wisconsin Statutes.

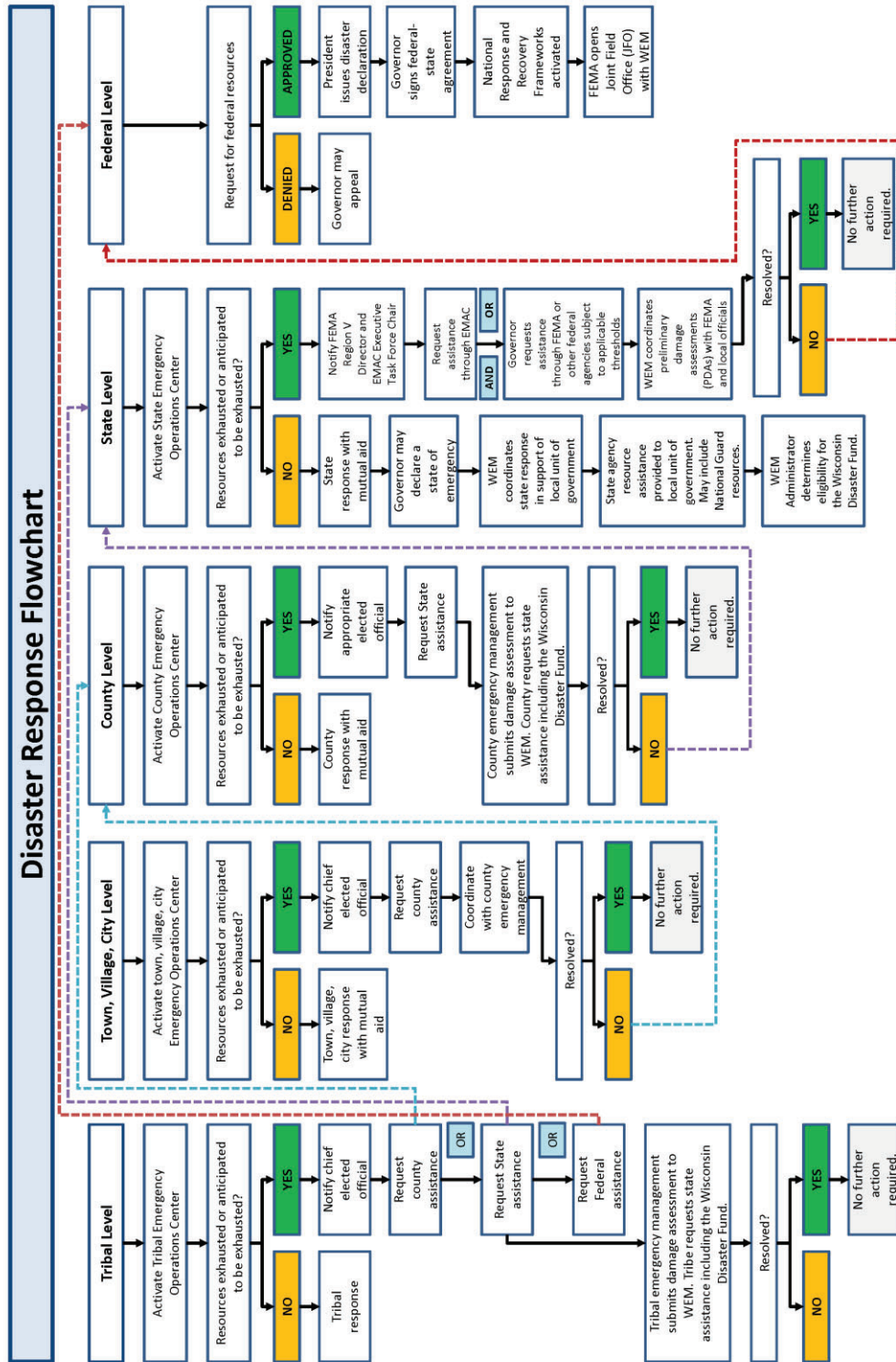
- 7.2.4. Outside assistance, whether from the county, state, federal government, volunteer, or private sector, is delivered to support the local effort.
- 7.2.5. This process is further described in Figure 7-2 Emergency Response Flowchart.

Figure 7-2: Emergency Response Flowchart



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7.3. Readiness Levels

First responders, local units of government, and state agencies inform WEM through the Wisconsin Emergency Hotline 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		
<p>Town or Village</p> <ul style="list-style-type: none"> 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. 	<p>City</p> <ul style="list-style-type: none"> 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. 	<p>County</p> <ul style="list-style-type: none"> 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.
<p>Tribal</p> <p>Chief elected tribal official, as authorized by tribal statute, ordinance, or resolution.</p>	<p>State</p> <p>Governor of the State of Wisconsin, § 323.10, Stats.</p>	<p>Federal</p> <p>President of the United States, 42 USC s. 5170 (Et seq.)</p>
<p>Note: Statue numbers (i.e., 323.11 or 42 USC s. 5170) refer to the Wisconsin Statutes and United States Code, respectively.</p>		



8. Supporting Documents

8.1. Attachments

8.1.1. Attachment 1 Wisconsin ESF Matrix



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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: Wisconsin ESF Matrix

AGENCY	Federal Coordinating Agency		State Supporting Agency		Joint Lead		Federal Lead Coordinating Agency		State Lead Advisory Agency		State Lead Coordinating Agency		Non Governmental Lead Organization		Non Governmental Supporting Organization			
	FCA =	FLCA =	(j) =	SSA =	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 - Cross Sector Business and Infrastructure	15 - EXTERNAL AFFAIRS
211 Wisconsin																		
Adventist Community Services								NGSO										
American Red Cross					NGSO			NGSO						NGSO				
Civil Air Patrol, Wisconsin Wing											FCA							
Cybersecurity and Infrastructure Security Administration (CISA)																		
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



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AGENCY	Federal Coordinating Agency		State Supporting Agency		Joint Lead		Federal Coordinating Agency		State Lead Advisory Agency		State Lead Coordinating Agency		Non Governmental Lead Organization		Non Governmental Supporting Organization	
	FCA =	FLCA =	(j) =	SSA =	FCA =	FLCA =	(j) =	SSA =	SLAA =	SLCA =	NGLO =	NGSO =	SLAA =	SLCA =	NGLO =	NGSO =
	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 - Cross Sector Business and Infrastructure	15 - EXTERNAL AFFAIRS	
North American Electric Reliability Corporation																
PSC, Office of Energy Innovation (OEI)																
The Salvation Army		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)													
U.S. Department of Agriculture											FLCA					
U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Weather Service		FCA														
U.S. Department of Energy (DOE)																FLCA



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AGENCY	Legend																		
	Federal Coordinating Agency					State Lead Advisory Agency					State Lead Coordinating Agency								
	FCA =	FLCA =	(j) =	SSA =	SLAA =	SLCA =	NGLO =	NGSO =	Non Governmental Lead Organization	Non Governmental Supporting Organization	8 - PUBLIC HEALTH & MEDICAL SERVICES	9 - URBAN SEARCH & RESCUE	10 - OIL & HAZARDOUS MATERIALS	11 - AGRICULTURE & NATURAL RESOURCES	12 - ENERGY	13 - PUBLIC SAFETY & SECURITY	14 - Cross Sector Business and Infrastructure	15 - EXTERNAL AFFAIRS	
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											FLCA (j)								
9 - URBAN SEARCH & RESCUE													FCA						
10 - OIL & HAZARDOUS MATERIALS													FCA						
11 - AGRICULTURE & NATURAL RESOURCES																			
12 - ENERGY																			
13 - PUBLIC SAFETY & SECURITY																			
14 - Cross Sector Business and Infrastructure																			
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AGENCY	Federal Coordinating Agency		State Supporting Agency		Joint Lead		Federal Coordinating Agency		State Supporting Agency		Joint Lead		Federal Coordinating Agency		State Supporting Agency		Joint Lead	
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U.S. Environmental Protection Agency							FLCA (j)		FCA									
U.S. General Services Administration							FLCA (j)											
U.S. HHS, Centers for Disease Control and Prevention							FCA											
UW System Police Departments												SSA						
UW-Extension											SSA							
WI DATCP, Wisconsin Animal Response Corps										SSA								
WI Department of Administration (DOA)	SSA		SSA		SSA			SSA										
WI Department of Agriculture, Trade and Consumer Protection (DATCP)					SSA		SSA			SSA					SSA			
WI Department of Children and Families					SSA													
WI Department of Corrections			SSA	SSA													SSA	SSA
WI Department of Health Services		SSA			SSA		SSA										SSA	SSA

Legend

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



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WI Department of Justice (DOJ)					SSA																					
WI Department of Military Affairs (DMA)																										SSA
WI Department of Natural Resources					SSA	SSA	SLCA (j)	SSA											SSA	SSA						
WI Department of Public Instruction														SSA						SSA						
WI Department of Safety and Professional Services											SSA															
WI Department of Transportation (DOT)					SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA													
WI Department of Workforce Development														SSA												
WI DMA, Office of Emergency Communications (OEC)						SSA																				
WI DMA, Wisconsin Emergency Management					SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA
WI DMA, Wisconsin National Guard					SSA																					
WI DOA, Capitol Police																										



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WI DOA, Division of Enterprise Technology						SLCA (j)														
WI DOJ/Division of Criminal Investigation							SSA													
WI DOT, Wisconsin State Patrol					SLCA (j)	SSA						SSA	SSA							
WI Public Service Commission (PSC)											SSA									
Wisconsin Agro-Security Resource Network (WARN)															NGSO					
Wisconsin Animal Reserve Corps															SSA					
Wisconsin ARES/RACES						NGSO					NGSO									
Wisconsin Economic Development Corporation																				
Wisconsin Hazmat Response System														SSA						
Wisconsin Historical Society																				
Wisconsin Housing and Economic Development Authority										SSA										



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	Federal Coordinating Agency	Federal Lead Coordinating Agency	Joint Lead	State Supporting Agency	State Lead Advisory Agency	State Lead Coordinating Agency	Non Governmental Lead Organization	Non Governmental Supporting Organization	SSA	SSA	NGSO	NGSO	NGSO	Plan In Dev.		
Wisconsin State Laboratory of Hygiene								SSA								
Wisconsin Taskforce 1									SSA							
Wisconsin Telecommunicator Emergency Response Taskforce		NGSO														
Wisconsin Trail Ambassadors																
Wisconsin Voluntary Organizations Active in Disaster						NGSO	NGSO									