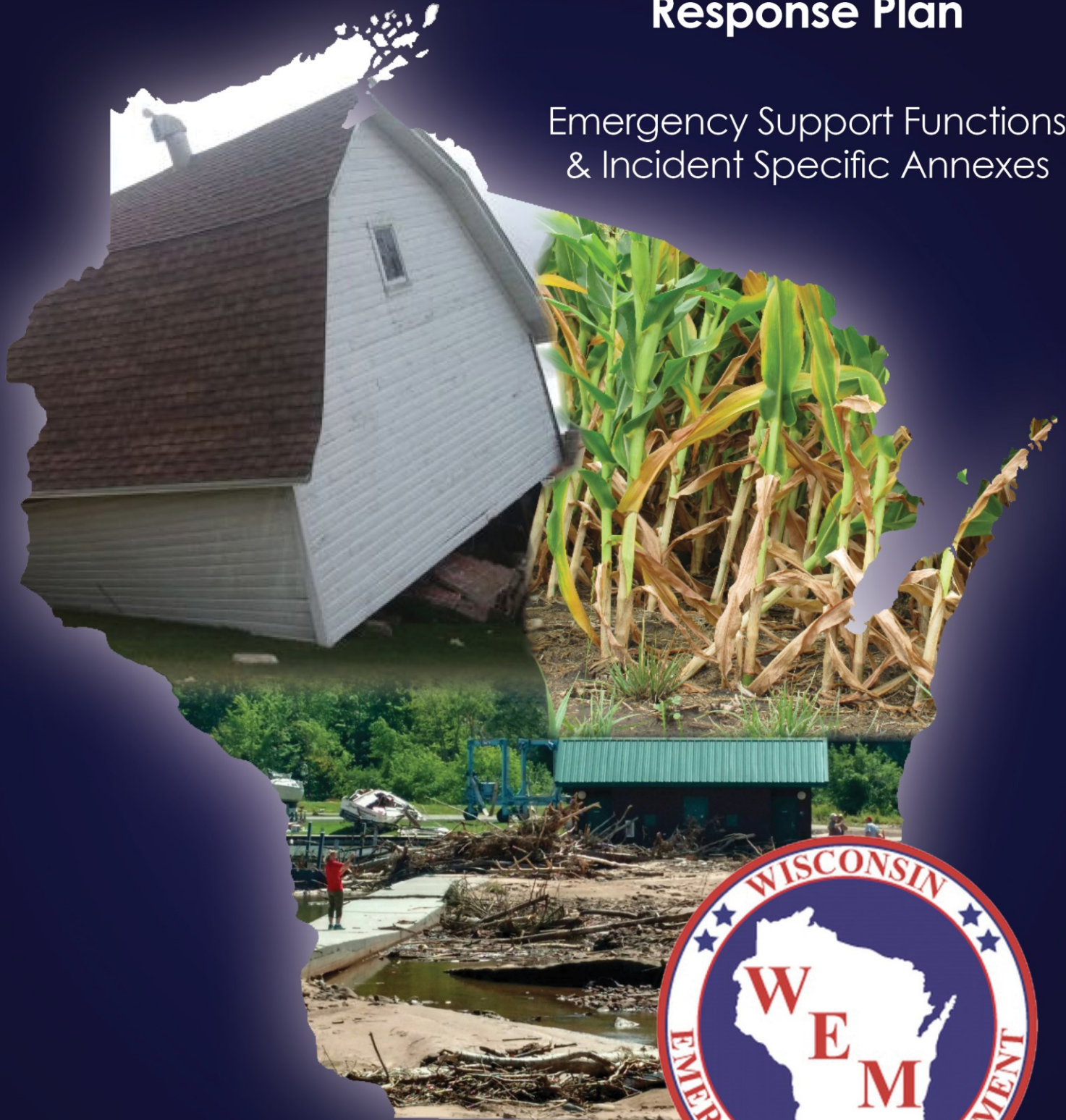


Wisconsin Emergency Response Plan

Emergency Support Functions
& Incident Specific Annexes



State of Wisconsin
Department of Military Affairs
Wisconsin Emergency Management

2021-2023

PROMULGATION ORDER
Wisconsin Emergency Response Plan

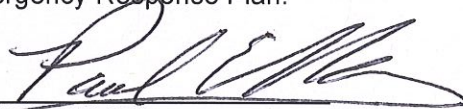
In 2016, the Wisconsin Emergency Management division (WEM) of the Department of Military Affairs completed a wholesale revision to the Wisconsin Emergency Response Plan. WEM has now completed a partial update to certain chapters of the Plan. These changes are approved as written effective December 22, 2021.

Pursuant to ch. 323 of the Wisconsin Statutes, the attached materials are hereby approved as necessary to implement the State of Wisconsin Emergency Response Plan.

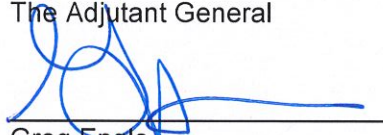


Tony Evers
Governor

Pursuant to ch. 323 of the Wisconsin Statutes, the attached materials are hereby approved as necessary to implement the State of Wisconsin Emergency Response Plan.



PAUL E. KNAPP
Maj Gen, Wisconsin National Guard
The Adjutant General



Greg Engle
Acting Administrator
Wisconsin Emergency Management
Division



State of Wisconsin

Emergency Response Plan

Basic Plan

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



State of Wisconsin

Emergency Response Plan

Basic Plan

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Emergency Response Plan

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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 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
CEMP	Introduces and establishes overall organization of the program and describes the basic unifying elements and considerations applicable across the five mission plans.
Wisconsin Prevention Plan 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.

¹ Commonly known as Wisconsin Emergency Management (WEM)

² Natural, man-made, or technological threats or hazards.

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



2. Introduction

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

2.1. Purpose

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

- 2.1.1. Serves as the response mission area plan component of the CEMP.
- 2.1.2. Coordinates support to 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.
- 2.1.3. Coordinates supporting plans outlined in the:
 - 2.1.3.1. CEMP, Attachment 2 Supporting Plans and Documents.
 - 2.1.3.2. WERP, Emergency Support Functions (ESFs) and Annexes.

2.2. Scope

This plan describes the response mission area:

- 2.2.1. Responsibilities delineated by state and federal law, regulation, administrative rule, executive order, and policy.
- 2.2.2. Roles and responsibilities of state agencies and their relationship to local, tribal, federal, volunteer agencies, and private sector partners involved in emergency management response.
- 2.2.3. Sequences and processes that trigger response readiness and activities.
- 2.2.4. Use of government, private sector, and volunteer resources during emergency management response.
- 2.2.5. Application of information collected or recorded, decisions made, and procedures developed in the planning process, during response, and in the after-action review following emergency operations or training events.

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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2.3. Organization

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

Table 2-1: WERP Organization

Plan Components	Description
WERP	<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	Provide additional detail for coordinating and executing specific process or administrative requirements of the emergency support function. Examples include: <ul style="list-style-type: none">• ESF 7 Attachment – Donations Management• ESF 7 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.



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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
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 plans



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ESF	Title	Scope
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	Short-Term Community Recovery and Mitigation	<ul style="list-style-type: none">• Social and economic community impact assessment• Community recovery assistance to the local, county, and tribal governments, private sector, individuals, and families• Mitigation analysis and program implementation
15	External Affairs	<ul style="list-style-type: none">• Emergency public information• Emergency preparedness and protective action instructions• Media and community relations

2.5. Activation

This plan may be activated by any of the following:

2.5.1. Governor

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

2.5.2. The Adjutant General

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

2.5.3. WEM Administrator

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

2.5.4. WEM Senior Duty Officer (SDO)

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

2.6. Legal

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

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

3. Statements and Assumptions

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

3.1. Response Assumptions



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- 3.1.1. An incident may occur with little or no warning and be well underway before detection.
- 3.1.2. Multiple incidents may occur simultaneously within non-contiguous areas dispersed over a large geographic area or jurisdictions.
- 3.1.3. An incident or multiple incidents may result in:
 - 3.1.3.1. Casualties
 - 3.1.3.2. Displaced persons with varying needs
 - 3.1.3.3. Damage to public and private property
 - 3.1.3.4. Contamination of people, food, water, property, and the environment
 - 3.1.3.5. Damage or disruption to governmental functions, economic activity, and financial services.
 - 3.1.3.6. Damage or disruption of critical infrastructure such as transportation, communications, and utility systems as well as other vital services.
 - 3.1.3.7. Looting and other disruption of law and order.
 - 3.1.3.8. Need for management and care of household pets, service animals, and livestock.
 - 3.1.3.9. Impairment to the physical, mental, and financial health of Wisconsin residents.
- 3.1.4. Public safety and emergency response personnel that normally respond to threats and hazards may be among those affected and unable to perform their duties.
- 3.1.5. An accurate scope or magnitude of an incident may not be available for at least 24 to 48 hours after the incident. Response activities may need to begin without the benefit of complete situational awareness.
- 3.1.6. A local unit of government response to an incident may quickly exhaust local and mutual aid resources necessitating outside assistance.
- 3.1.7. The State supports local jurisdictions and tribal nations response activities and if the state is unable to satisfy a request for assistance it may request interstate mutual aid or federal government assistance, or both.
- 3.1.8. Local jurisdictions and tribal nations supported by the State should anticipate managing initial response operations for the first 72 hours while resources requested from interstate mutual aid or the federal government, or both, mobilize and deploy.
- 3.1.9. Limited or temporarily unavailable resources may result in a prioritized response and adjusted standards of care.
- 3.1.10. The magnitude or urgent requirements of an incident may necessitate the modification or streamlining of ESFs guidelines.
- 3.1.11. Any necessary evacuations will be conducted in accordance with local, tribal, and state evacuation plans.



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3.2. 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 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.

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

4. Local Unit of Government

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

4.1. Local Response

- 4.1.1. Management of an incident using:

4.1.1.1. Local resources

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

- 4.1.2. Coordination of response activities such as:

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

4.1.2.2. Evacuation and sheltering of affected populations consistent with the "Whole 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

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

4.1.3.2. Emergency Power

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

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

4.1.5. Begin the damage assessment process using the UDSR.

4.2. Short-term Recovery

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

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

4.2.1.1. Restoration of essential services.

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

4.2.1.3. Coordination of access to the disaster area.

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

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

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

4.2.2. Continuation with the damage assessment process.

4.2.3. Identification of potential mitigation projects.

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

4.2.5. Demobilization and resume normal operations.

5. State Government

5.1. Governor

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



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

5.1.1. Declared State of Emergency

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

5.1.1.1. Public Health Emergency

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

5.1.1.2. Computer or Telecommunication Emergency

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

- 5.1.2. Declare priority of emergency management contracts over other contracts; allocate materials and facilities in his or her own discretion; and take, use, and destroy, in the name of the state, private property for emergency management purposes.
- 5.1.3. Issue such orders as he or she deems necessary for the security of persons and property.
- 5.1.4. Contract on behalf of the state with any person to provide, on a cost basis, equipment and services to be used to respond to a disaster or the imminent threat of a disaster.
- 5.1.5. Suspend the provisions of any administrative rule if the strict compliance with that rule would prevent, hinder, or delay necessary actions to respond to the disaster.
- 5.1.6. The governor or designee may request federal assistance in the event of an emergency incident. When requesting federal resources, the state identifies the type and quantity of resources needed.

5.2. State Agencies⁷

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

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



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disaster or the imminent threat of a disaster.

5.2.1. State agency support is provided in accordance with:

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

5.2.1.2. The Incident Command System (ICS).

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

5.2.2.1. Loss of life.

5.2.2.2. Loss or damage to critical infrastructure.

5.2.2.3. A significant threat to environmental resources.

5.2.2.4. Private and public economic losses.

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

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

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

5.2.3.2. Activate their department operations centers.

5.2.3.3. Initiate internal notification systems.

5.2.3.4. Initiate individual agency plans.

5.2.3.5. Provide resource support including:

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

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

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

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

(B) Use protocols for expedited delivery of resources.

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



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

- (1) Lead and supporting roles in each relevant ESF. For more information, please refer to Attachment 1 Wisconsin ESF Matrix.
- (2) SEOC general positions.
- (3) Field deployments.
- (4) ESF responsibilities in the joint field office (JFO), disaster recovery center (DRC), and other recovery centers for the duration of activated ESF status.

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

- (1) Assessment of damages and impacts on critical service delivery.
- (2) Return of vital systems to minimum operating standards.
- (3) Restoration of critical services to the community.
- (4) Provisions for the basic needs of the public.

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

5.2.4.4. Coordinate with:

- (1) County emergency management directors to collect data from uniform disaster situation reports (UDSRs).
- (2) State and federal staff to conduct preliminary damage assessments (PDAs).

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

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

5.2.5. Wisconsin Emergency Management (WEM)

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

5.2.5.1. Wisconsin Duty Officer System

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

The DO system:

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



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local jurisdictions to immediate emergency support and resources.

- (2) Is staffed 24 hours a day, 7 days a week, and 365 days a year.
- (3) For additional information refer to the Wisconsin Emergency Management Duty Officer Manual.

5.2.5.2. WEM Regions

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

- (1) This includes providing direction and leadership to heads of emergency management and serving as a first point of contact to WEM.
- (2) Region directors may be dispatched to a disaster scene, as appropriate, to coordinate state assistance in support of local, county, and tribal operations.

5.2.5.3. ESF 5 Emergency Management

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

- (1) To coordinate Wisconsin's emergency management program by providing the core management, administrative, and strategic functions to support response to significant incidents affecting local and state emergency operations.
- (2) For additional information refer to ESF 5 Emergency Management.

5.2.5.4. Wisconsin Hazardous Materials Response System

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

5.2.5.5. Emergency Police Services (EPS)

- (1) A mutual aid system for proper coordination of state and local law enforcement activities. For more information, please refer to ESF 13 Public Safety and Security.
- (2) Supported by the WEM EPS coordinator.

5.2.6. Wisconsin National Guard (WING)

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

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



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area of the incident.

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

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

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

5.2.7. Incident Management Teams (IMTs)

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

5.2.7.1. An IMT:

- (1) Includes command and general staff members as well as support personnel.
- (2) Has formal response requirements and responsibilities.
- (3) Has pre-designated roles and responsibilities for members (identified and able to be contacted for deployment).
- (4) Is available 24 hours a day, 7 days a week, 365 days a year.

5.2.7.2. Teams in Wisconsin

- (1) Department of Natural Resources (DNR) IMT.
- (2) Brown County IMT.
- (3) Southeast Wisconsin IMT.
- (4) Southwest Wisconsin IMT.

6. Federal Government

6.1. Federal Emergency Management Agency (FEMA)

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



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6.2. National Response Coordination Center (NRCC)

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

- 6.2.1. Monitors potential or developing incidents.
- 6.2.2. Issues alerts, notifications, and situation reports.
- 6.2.3. Develops national-level plans.
- 6.2.4. Supports federal regional and field operations.

6.3. Regional Response Coordination Center (RRCC)

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

- 6.3.1. When activated, RRCCs are primarily staffed with FEMA Regional staff and supported by activated federal ESFs.
- 6.3.2. Operating under the direction of the FEMA Regional Administrator, RRCC staff:
 - 6.3.2.1. Coordinate federal regional response efforts including:
 - (1) Makes initial contact with the affected states.
 - (2) Determines initial response requirements and objectives for federal assistance.
 - (3) Coordinates operations and situational reporting until a JFO is established.
 - 6.3.2.2. Maintain connectivity with:
 - (1) FEMA Headquarters
 - (2) State EOCs
 - (3) State and major urban area fusion centers
 - (4) Federal Executive Boards
 - (5) Tribal governments
 - (6) Other federal, tribal, and state operations and coordination centers that could contribute to the development of situational awareness.

6.4. Joint Field Office (JFO)

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

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



Emergency Response Plan

- 6.4.2. The JFO provides a central location for coordination of:
 - 6.4.2.1. Federal, tribal, state, and local governments
 - 6.4.2.2. Federal ESFs
 - 6.4.2.3. Non-governmental organizations
 - 6.4.2.4. Private sector interests with primary responsibility for activities associated with incident support.
 - 6.4.2.5. Information reporting to the RRCC and NRCC.
 - 6.4.2.6. Transition of operations back to the RRCC during demobilization.

6.5. Disaster Recovery Center (DRC)

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

7. Concept of Operations

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

7.1. Local Response

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

- 7.1.1. Incident command post (ICP)
 - The field location at which the primary tactical-level, on-scene incident command functions are performed.
- 7.1.2. Area Command (Unified Area Command)
 - 7.1.2.1. An organization established at the Emergency Operation Center (EOC) or at some location other than an ICP:
 - (1) To oversee the management of multiple incidents that are each being handled by and an ICS organization.
 - (2) To oversee the management of large or multiple incidents to which several Incident Management Teams (IMTs) have been assigned.
 - 7.1.2.2. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

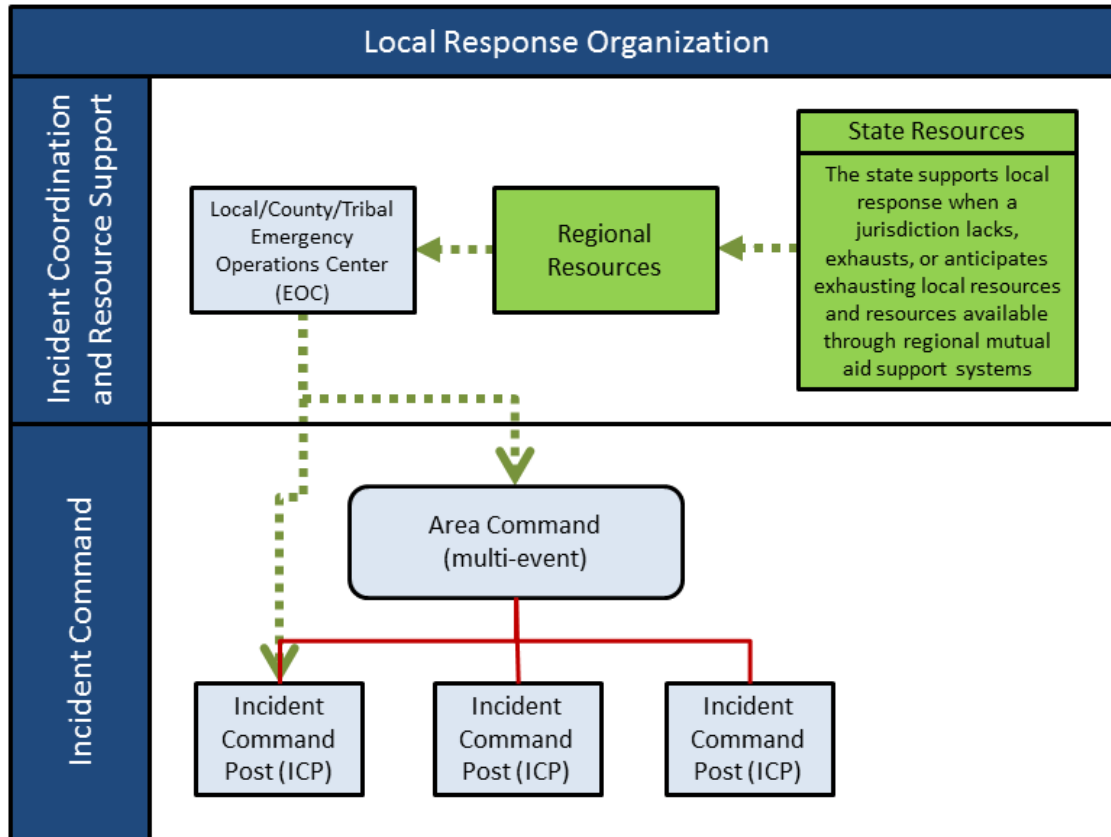


7.1.3. Local, county, or tribal EOC

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

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

Figure 7-1: Local Response Organization



7.2. Request for Assistance

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

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

7.2.1.1. Exceed local capability

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

7.2.2. Generally a request for assistance proceeds as follows:

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



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may also directly request federal assistance.

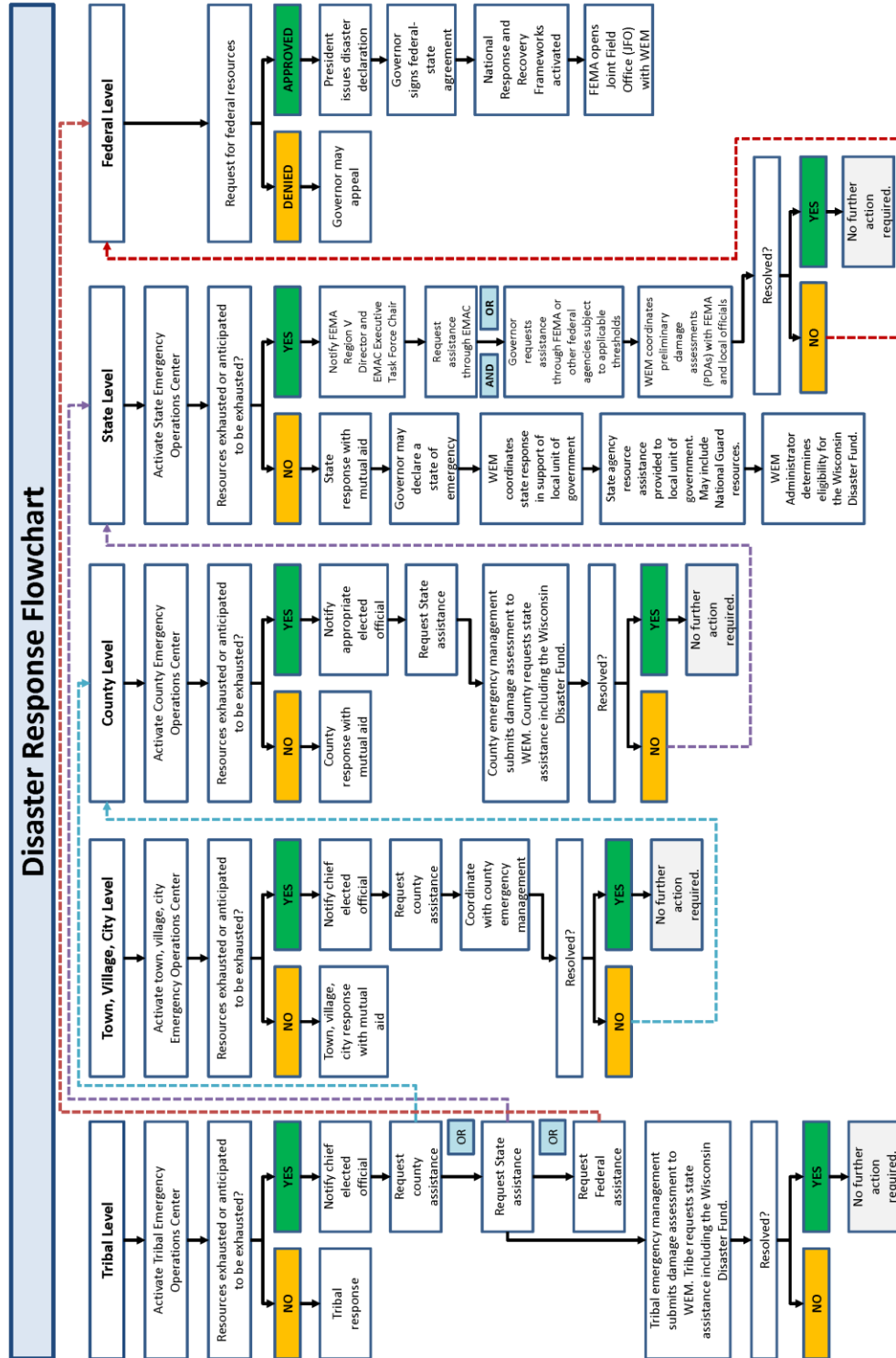
- 7.2.2.2. The county may request assistance from the State for requests that exceed the capacity of the county.
- 7.2.2.3. The State may request interstate mutual aid (i.e., EMAC) or federal assistance for requests that exceed the capacity of the state.
- 7.2.3. When assistance is provided, local elected officials continue to retain control over the response. Generally, see Chapters 59, 60, 61, 62, and 66 of the Wisconsin Statutes.
- 7.2.4. Outside assistance, whether from the county, state, federal government, volunteer, or private sector, is delivered to support the local effort.
- 7.2.5. This process is further described in Figure 7-2 Emergency Response Flowchart.



State of Wisconsin Emergency Response Plan

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Figure 7-2: Emergency Response Flowchart





7.3. Readiness Levels

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

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

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

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

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

7.4. Disaster Declaration

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

Figure 7-3: Who Can Declare an Emergency?

WHO MAY DECLARE A DISASTER		
<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



Emergency Response Plan

Table 8-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
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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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Attachment 1

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Wisconsin Emergency Response Plan
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 Attachment 1**

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

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



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								8 – PUBLIC HEALTH & MEDICAL SERVICES	9 – URBAN SEARCH & RESCUE	10 – OIL & HAZARDOUS MATERIALS	11 – AGRICULTURE & NATURAL RESOURCES	12 – ENERGY	13 – PUBLIC SAFETY & SECURITY	14 – LONG-TERM RECOVERY & MITIGATION	15 – EXTERNAL AFFAIRS	SLAA = State Lead Advisory Agency	SLCA = State Lead Coordinating Agency	NGLO = Non Governmental Lead Organization	NGSO = Non Governmental Supporting Organization
The Salvation Army		NGSO				NGSO	NGSO												
Tribal or Municipal Authority Having Jurisdiction (AHJ)				SA			SA												
U.S. Air Force, Air Force Rescue Coordination Center									FCA										
U.S. Army Corps of Engineers (USACE)			FLCA (j)										FCA						
U.S. Department of Agriculture												FLCA	FCA						
U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Weather Service		FCA																	
U.S. Department of Energy													FLCA						
U.S. Department of Health and Human Services (HHS)								FLCA (j)											
U.S. HHS, Centers for Disease Control and Prevention								FLA (j)											



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



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



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WI Department of Health Services		SSA			SSA	SLCA (j)	SSA	SLCA		SSA	SSA	SSA	SSA	SSA	
WI Department of Justice (DOJ)		SSA	SSA		SSA					SSA			SSA		
WI DOJ/Division of Criminal Investigation				SSA											
WI Department of Military Affairs (DMA)															SSA
WI DMA, Office of Emergency Communications (OEC)		SSA													
WI DMA, Wisconsin Emergency Management	SSA	SLCA (j)	SLCA	SLCA (j)	SLCA	SSA	SLCA	SSA	SLCA	SSA	SSA	SLCA	SLCA	SLCA	SLCA
WI DMA, Wisconsin National Guard	SSA		SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA	SSA		
WI Department of Natural Resources		SSA	SSA	SLCA (j)	SSA		SSA	SSA	SSA	SLCA	SSA	SSA	SSA	SSA	
WI Department of Public Instruction						SSA					SSA				
WI Department of Safety and Professional Services			SSA	SSA		SSA						SSA			
WI Department of Transportation (DOT)	SLCA (j)	SSA	SSA		SSA		SSA			SSA	SSA	SSA	SSA	SSA	



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



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



Attachment 2

Primary State Agency Approvals

Primary State Agency Approvals



Wisconsin Emergency Response Plan
Primary State Agency Approvals

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Attachment 2

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1. Introduction

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

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



2. Department of Transportation

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

ESF 1, Transportation

Craig Thompson
Secretary – designee

Date



3. Department of Administration, Division of Enterprise Technology

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

ESF 2, Communications and Warning
Cyber-Incident Response Annex

Trina Zanow
DET Division Administrator

Date



4. Department of Natural Resources

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

ESF 4, Firefighting

ESF 10, Oil and Hazardous Materials

Preston D. Cole
Secretary

Date



5. Department of Health Services

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

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

ESF 8, Health and Medical Services

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

Karen Timberlake
Secretary – designee

Date



6. Department of Agriculture, Trade and Consumer Protection

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

ESF 11, Agriculture and Natural Resources

Randy Romanski
Interim Secretary

Date



7. Department of Justice

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

Terrorism Incident Law Enforcement and Investigation Annex

Josh Kaul
Attorney General

Date



Transportation

ESF 1



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Table 1: Coordinating and Support Agencies

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

1. Introduction

1.1. Purpose

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

1.2. Scope

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

1.2.1. Monitor and report

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

1.2.2. Traffic control planning

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

1.2.3. Transportation systems/resources planning

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

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



- 1.2.4. Infrastructure repair
 - 1.2.4.1 Coordinate temporary emergency repairs, as needed, of the transportation systems and infrastructure.
- 1.2.5. Evacuation planning
 - 1.2.5.1 Provide transportation route identification and emergency traffic control plans.
- 1.2.6. Support efforts related to aviation, maritime/harbors, local roads/structures, transit, and roads as applicable under the authority of WisDOT.
 - 1.2.6.1 Pipeline transportation safety, although under the umbrella of the US DOT, is not supported by WisDOT.
 - 1.2.6.2 Pipeline transportation safety is supported by the Public Service Commission (PSC) under ESF 12.
- 1.2.7. ESF 1 is not responsible for movement of goods, equipment, animals, or people.

1.3. Policies

- 1.3.1. WisDOT and all supporting state agencies named in this ESF have the responsibility and authority to plan for and respond to disasters under Chapter 323, Wis. Stats.
- 1.3.2. The State of Wisconsin will support a local, county, or tribal jurisdiction with evacuation and transportation needs by drawing, as able, from local, state, and federal government, volunteers, and the private sector.
- 1.3.3. Local, county, and tribal governments are responsible for evacuation and transportation and have the primary responsibility for incident response, including county-wide planning for these activities.
- 1.3.4. When activated to respond to an incident, the primary agencies for ESF 1 develop work priorities in cooperation with the local, county, and tribal government.
- 1.3.5. Local authorities are responsible for obtaining required permits, waivers, and clearances related to ESF 1 support.
- 1.3.6. The private sector is responsible for a large proportion of the state and national infrastructures, and local and state authorities will encourage their participation in ESF 1 incident action planning and other planning activities.

2. Concept of Operations

2.1. General

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



Transportation

- 2.1.1.1 Level 4 DOT representative(s) will participate from alternate locations, closely monitoring and contributing to the incident site. Staff maintains communications with affected jurisdictions and coordinates resources remotely.
- 2.1.1.2 Level 3 or higher a DOT representative(s) will report to the SEOC as soon as possible based on the elevation level to provide key transportation-related information, planning, and emergency response capabilities to the incident commander.
- 2.1.2. Based on the incident objectives and incident action plan (IAP), the scope of response activities ESF 1 will conduct during emergency operations include:
 - 2.1.2.1 Reporting on the status of the interstate and state highway system, county and local roadways, when applicable, and specifically when roadways are operating below applicable standards.
 - 2.1.2.2 Coordinating with county, tribal, and local government entities about transportation system availability and conditions in terms of evacuations, oversize/overweight, damage assessment, and availability.
 - 2.1.2.3 If routes are not operating to applicable standards, identification of alternate temporary routes and modes for transportation blockages on the state highway system.
 - 2.1.2.4 Adapting traveler warning and information services to accommodate system conditions, incident objectives, and IAP direction.

2.2. Organization

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

2.2.1. First responders

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

- 2.2.1.1 Division of State Patrol (DSP) troopers and inspectors
- 2.2.1.2 DTSD regional incident management coordinators (RIMC)
- 2.2.1.3 DTSD specialized technical inspectors

2.2.2. Contact personnel

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



- 2.2.2.1 DSP duty sergeants
- 2.2.2.2 Traffic Management Center (TMC) staff
- 2.2.2.3 DTSD regional duty officer (RDO)
- 2.2.3. Liaisons
 - Personnel trained to coordinate directly with other emergency response agencies/divisions. ETO liaisons include:
 - 2.2.3.1 DTSD Wisconsin highway emergency liaison personnel (WisHELPer)
 - 2.2.3.2 DTSD regional maintenance engineers and coordinators
- 2.2.4. Communications personnel
 - Personnel that provide notifications and information to the public and media.
 - 2.2.4.1 TMC operators
 - 2.2.4.2 DSP communication center dispatchers
 - 2.2.4.3 Public information officers (PIOs)
 - 2.2.4.4 DTSD regional communications managers (RMC)

2.3. Mobilization Triggers

- 2.3.1. Following an alert notification of an SEOC elevation to Level 4 or above to the DTSD at the TMC and to the DSP, respectively:
 - 2.3.1.1 DTSD activates appropriate regional office staff.
 - 2.3.1.2 DSP activates designated personnel to respond to the SEOC.
 - 2.3.1.3 DTSD will manage ETO incident response escalations as they relate directly to ESF 1 based on the recommendations of the incident commander and field personnel.
- 2.3.2. DTSD regional duty officers serve as primary points of contact between incident command (IC), SEOC, WisHELPer, and the TMC.
- 2.3.3. The DSP Director of the Bureau of Field Operations, or his/her designee, serves as the primary point of contact for DSP response operations at all levels.
- 2.3.4. Notification of the SEOC elevation to Level 4 or higher comes from WEM directly to ETO staffing personnel, the DSP, and the TMC. When the SEOC is elevated, WisDOT will activate staff on the following schedule:
 - 2.3.4.1 Level 4 (Enhanced Monitoring)
 - (1) WisDOT and DSP will participate from remote locations closely monitoring and contributing to the incident site.



- 2.3.4.2 Level 3 (Minimum Activation)
 - (1) WisDOT will send a member of the DTSD to staff the WisDOT station at the SEOC when deemed appropriate.
 - (2) DSP will send a member to the DSP station at the SEOC.
- 2.3.4.3 Level 2 (Partial Activation)
 - (1) WisDOT will send a member of the DTSD to staff the WisDOT station at the SEOC.
 - (2) DSP will send a member to the DSP station at the SEOC.
- 2.3.4.4 Level 1 (Full Activation)
 - (1) WisDOT will send a member of the DTSD and a PIO, as needed.
 - (2) DSP will send a member to the DSP station in the SEOC.

2.4. WisDOT Response Structure

- 2.4.1. WisDOT will coordinate with the SEOC and local government to the regional level.
- 2.4.2. Each WisDOT region and DSP post is prepared to coordinate with the county emergency operations centers and send liaisons to:
 - 2.4.2.1 Provide on-site support, as needed. WisDOT is prepared to provide on-site support at an incident site, local jurisdiction, and/or EOC.
 - 2.4.2.2 Monitor and report status of and damage to transportation systems and infrastructure as a result of an incident or emergency.
 - 2.4.2.3 Provide situational awareness to the local jurisdictions and to the SEOC.
 - 2.4.2.4 Report status of state highway system facilities.
 - 2.4.2.5 Identify alternate transportation solutions implemented by WisDOT or other agencies when systems or infrastructure are damaged, unavailable, or overwhelmed.
 - 2.4.2.6 Coordinate alternate transportation with local jurisdictions and mass transit providers.
 - 2.4.2.7 Provide support to local jurisdictions for planning and implementing alternate routing on the local road network.
 - 2.4.2.8 Provide support to the local jurisdictions and the FEMA evacuation liaison team.
 - 2.4.2.9 Assist in the coordination of large-scale highway evacuations, especially if involving more than one state.



- 2.4.2.10 Prioritize restoration efforts based on the impacts to regional, statewide, and national interdependencies based on the functional classification of the roadway(s) with the top priority being given to the interstate system.
- 2.4.2.11 Support the local jurisdictions and federal planning efforts as they relate to transportation, including evacuation planning.
- 2.4.2.12 Work within the NIMS process to assist in ensuring that access and functional needs populations are included in the planning process.

3. Agency Responsibilities

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

3.1. Lead Agency – Wisconsin Department of Transportation

Table 2: Lead Coordinating Agency Functions

Agency	Functions
Department of Transportation	Division of Transportation System Development <ul style="list-style-type: none"> • Coordinate transportation emergency management activities and state-owned resources in support of the WERP. • Conduct damage assessments on the state highway system. • Assist in promptly identifying impediments on evacuation routes on the state highway system and contacting responsible parties to remove the impediment. • Provide highway routing information necessary to redirect traffic from affected areas, provide road signs, and coordinate provision of barricades. • Coordinate the mobilization of personnel and equipment required for engineering services as related to the state highway system. • Coordinate the development of emergency contracts to pay private vendors for temporary repairs to the state highway system, including roadways and bridges. • Direct the removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage.
	Division of State Patrol (DSP) <ul style="list-style-type: none"> • Assist local law enforcement and local authorities with highway traffic operations, access control, security, and emergency response. • Work with DTSD and local law enforcement in traffic directions and evacuation efforts. • Provide state with communications network using microwave phone lines. • Assist with contraflow operations, if necessary. • Direct the removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage.



3.2. Wisconsin Governmental Support Agencies

Table 3: State Government Support Agencies Functions

Agency	Functions
Department of Administration	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Coordinate state-owned transportation resources, as requested. <ul style="list-style-type: none"> ○ DOA Fleet maintains a fleet of rental vehicles consisting of sedans, minivans, and full-size cargo vans.
Department of Military Affairs	<p>Wisconsin Emergency Management</p> <ul style="list-style-type: none"> • Work with WisDOT in the damage assessment process. • Monitor and assist county and local evacuation efforts. <p>Wisconsin National Guard</p> <ul style="list-style-type: none"> • Assign WING personnel and equipment, if available, to assist with debris removal, road repairs, and the construction of temporary roadways. <ul style="list-style-type: none"> ○ Engineer Mobility Support; debris removal and clearing. ○ Community/Highway Assistance Team Support; winter storm and flood support. ○ Traffic Control Strike Team; traffic control and security support. ○ Transportation Support; personnel evacuation capability.
All other Wisconsin governmental support agencies	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Provide transportation system support to state operations, as requested.

4. Supporting Documents

4.1. Agency-Specific Plans and Procedures

4.1.1. Plans

- 4.1.1.1 WisDOT Emergency Transportation Operations Plan
- 4.1.1.2 Adverse Weather Communication and Coordination Procedure

4.1.2. Guidelines

- 4.1.2.1 WisHELPer Staff Requirements-Guidelines
- 4.1.2.2 WisHELPer Checklist
- 4.1.2.3 Regional Incident Management Coordinator (RIMC)/Regional Duty Officer (RDO) Guidelines
- 4.1.2.4 WisDOT Emergency Traffic Control and Scene Management Guidelines
- 4.1.2.5 Incident Management Team Policy and Procedures
- 4.1.2.6 Emergency Contracting Procedures and Recommendations
- 4.1.2.7 Public Information Officer (PIO)/Media "Tool-Kit"
- 4.1.2.8 News/Media Release Templates



4.2. National Response Framework ESF 1



Table 4: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
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18.			



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Communications and Warning

ESF 2



Wisconsin Emergency Response Plan
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ESF 2

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Table 1-1: Coordinating and Support Agencies

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

1. Introduction

1.1 Purpose

- 1.1.1 Adequate, reliable communications and information technology equipment, facilities, and capacity for first responders and emergency management officials at all levels are core necessities for developing incident situational awareness and providing a common operating picture. ESF 2:
 - 1.1.1.1 Coordinates strategic and tactical communications and information technology assets and statewide infrastructure.
 - 1.1.1.2 Supports the rapid and accurate dissemination of information relating to impending or occurring natural or technological incidents to federal, state, tribal, and local officials, and the public.

1.2 Scope

- 1.2.1 ESF 2 is an integral element of the WERP and applies to all state agencies and state-owned communications and warning resources and information technology systems during an emergency declared by the governor (§ 323.10, Wis. Stats.).
- 1.2.2 ESF 2 may also support certain non-emergency events as determined by the Governor, the Adjutant General, or the WEM Administrator.



1.3 Policies

- 1.3.1 Except for the following incident types, WEM is the lead ESF 2 agency and the WEM Communications and Warning Officer is the ESF 2 coordinator:
 - 1.3.1.1 Public health emergencies declared by the Governor: WI DHS may be designated the lead agency for public health emergencies as in accordance with § 323.10, Wis. Stats.
 - 1.3.1.2 Cyber emergencies declared by the Governor: DET may be designated as the lead agency for cyber related emergencies in accordance with § 323.10, Wis. Stats. See the Cyber Incident Response Annex for additional details.
- 1.3.2 Except for cyber-related emergencies, DET supports ESF 2 by providing robust and reliable information technology infrastructure for state and local agencies on a day-to-day basis and during pending or occurring emergencies.
- 1.3.3 On request, the WEM Communications and Warning Officer may make communications and warning assets assigned to WEM available to state, local, and non-government agencies during pending or occurring emergency incidents and certain non-emergency events.
 - 1.3.3.1 When WEM cannot directly support requests for communications resources, the WEM Communications and Warning Officer coordinates with other state agencies for assets under their control.
 - 1.3.3.2 Where WEM, or another state agency, cannot support a resource request, the WEM Communications and Warning Officer may request resources through ESF 7.
- 1.3.4 Through ESF 2, WEM provides emergency alerting capability for key state and local jurisdiction officials in the event of an emergency or in anticipation of a pending emergency.
- 1.3.5 In conjunction with ESF 15, WEM can provide emergency alerting capability for the public for impending or occurring emergencies.
- 1.3.6 ESF 2 supports state agency continuity of operations plans (COOP) addressing telecommunications and information technology requirements at alternate locations.
- 1.3.7 The WERP Cyber Incident Annex outlines procedures, policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad-based approach to prepare and respond to cyber-related incidents.



2. Concept of Operations

2.1 General

- 2.1.1 The WEM Communications and Warning unit is responsible for providing trained communicators and reliable communications and, in conjunction with the DMA Information Technology Section, information technology infrastructure and capabilities at primary and alternate SEOCs as well as other locations due to exigent circumstances.
- 2.1.2 As necessary, the WEM Communications and Warning unit may request communications assistance through state-to-state mutual aid compacts, Emergency Management Assistance Compact (EMAC) requests, the State and Province Emergency Management Assistance Compact (NEMAC), and from FEMA through federal ESF 2.
- 2.1.3 The SEOC provides emergency communications between local jurisdictions, Canadian provinces, and state agencies as well as the federal government.

2.1.3.1 Communications line of succession

(1) Voice communications

(A) Telephone

- (i) Commercial landline telephone
- (ii) Commercial wireless telephone
- (iii) Commercial satellite telephone

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

- (i) Wisconsin Interoperable System for Communications (WISCOM) statewide trunked radio system
- (ii) WEM two-way radio repeater system
- (iii) FEMA Federal Emergency Management Agency National Radio Systems (FNARS)
- (iv) WI ARES/RACES
- (v) State and national standard interoperable channels

(2) Data communications

- (i) WebEOC®
- (ii) Email
- (iii) Facsimile
- (iv) WI Trac (for hospital to hospital information)



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(3) WI ARES/RACES

2.2 Organization

- 2.2.1 The WEM Communications and Warning unit, organized under the Response Section of the Bureau of Response and Recovery, is staffed by a Communication Officer and an Assistant Communications Officer.
- 2.2.2 When the SEOC is operating at Level 3 or above, the WEM Communications and Warning unit supports ESF 2 in the Logistics Section.

2.3 WEM Communications Capabilities and Assets

- 2.3.1 WEM may establish a warning center which can operate on a 24 hour/365-day basis, if needed.
- 2.3.2 WEM maintains the Duty Officer System to serve as a 24/7 agency contact.
 - 2.3.2.1 A landline telephone system is the primary notification system to communicate with Federal Agencies.
 - 2.3.2.2 WEM provides a 24-hour hotline (800-943-0003) as a primary means for the public, local, county, and tribal officials to contact the WEM Duty Officer (DO). Callers to the 24-hour hotline will hear a voice recording with the following options:
 - (1) Press 1 for Hazardous Substance Spills or to report a DNR emergency.
 - (A) Between 7:00 AM and 10:00 PM routes calls to the DNR Hotline. DNR Hotline staff will notify the appropriate spill coordinators, DNR Duty Officer, and DNR staff as necessary. The DNR Duty Officer will notify the WEM Duty Officer, as necessary.
 - (B) Between 10:00 PM and 7:00 AM and during weekends this routes calls to District 1 State Patrol. District 1 State Patrol staff will notify the DNR Duty Officer, as necessary.
 - (2) Press 2 to report an emergency to the WEM Duty Officer
 - (A) Between 7:00 AM and 10:00 PM this routes calls to the DNR Hotline. DNR Hotline staff will handle the calls according to the WEM Duty Officer Manual and will notify the WEM Duty Officer and Senior Duty Officer, as necessary.
 - (B) Between 10:00 PM and 7:00 AM this routes call to the Wisconsin National Guard Joint Operations Center (JOC). JOC staff will handle the calls according to the WEM Duty Officer Manual and will notify the WEM Duty Officer and Senior Duty Officer, as necessary.
 - (3) Press 3 for MABAS third alarm fire activations and to contact Badger Red



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Dispatch Call Center.

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

- (1) WEM provides, uses, and maintains facsimile machines at several locations at WEM headquarters in Madison and at the six regional offices.
- (2) WEM provides most employees with a wireless telephone for voice, text, and email messages.
- (3) WEM provides, uses, and maintains a limited number of satellite telephones capable of using the wireless telephone networks as a backup for key WEM facilities including the SEOC, the six regional offices, and for all key WEM staff members.
- (4) WEM has the capability to initiate or participate in video teleconferences (VTC) using equipment disbursed from the WEM communications and warning office.

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

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

2.3.4 Information technology assets

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

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

2.3.4.3 Email and Network Connectivity

2.3.5 Two-way radios

2.3.5.1 WEM maintains communications assets on both conventional analog, and



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

- (1) All WEM radios can communicate on common national and state interoperable channels as well as key fire and law enforcement channels.
- (2) All WEM vehicles and regional offices have radios programmed for the WEM repeater system and interoperable channels.
- (3) WEM maintains:
 - (A) A cache of P25 capable VHF portable radios at WEM headquarters in Madison.
 - (B) A cache of 700/800MHz portable radios, UHF portable radios, a portable VHF repeater, and a portable UHF repeater at WEM headquarters in Madison.
 - (C) A limited cache of P25 WISCOM dual-band portable radios at each WEM region director's office.

2.3.6 Other assets maintained by WEM

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

- (1) Limited conference facilities
- (2) Dispatch stations
- (3) A suite of radios capable of operating on all interoperable communications channels used in Wisconsin.
- (4) In addition, the MCC has:
 - (A) Two onboard VHF analog radio repeaters for key interoperable radio repeaters
 - (B) Banks of VHF-Lo, VHF-Hi, UHF, 700/800MHz, Marine, Citizen's Band, Aviation, and high frequency radios to communicate with various conventional and trunked radio systems
 - (C) Other equipment allowing it to function as an on-scene emergency operations and dispatching center.
- (5) The MCC can create:
 - (A) A local area wireless, internet connected computer network.



- (B) A local area wireless telephone network.
- (C) Ad hoc radio networks by interconnecting otherwise incompatible radio systems.

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

- (1) A high-powered lighting system capable of illuminating a wide area
- (2) Two multi-mode analog and P25 digital two-way radio repeaters capable of operating on and patching communications between the WEM two-way radio network and various inter-agency statewide radio channels.

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

- (1) Equipment capable of operating on and interconnecting disparate radio communications networks.
- (2) A dispatch and communications area.
- (3) A small meeting area.
- (4) Limited cooking facilities.

2.4 Other State Agency Communications Capabilities and Assets

2.4.1 Human assets

2.4.1.1 Communications Unit Leaders (COMLs)

- (1) An Incident Command System (ICS) position under the Logistics Section responsible for developing plans for the effective use of communications resources during an incident or event.
- (2) COMLs are available through several state agency incident management teams (IMTs) including DNR and WSP, as well as regional IMTs.
- (3) Both WEM Communications Officers are recognized COMLs.

2.4.2 Landline and wireless telephone assets

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

- (1) Operating on the DOT/WSP network and maintained by WSP.
- (2) Phones are located in all WSP district headquarters, the WI DOT Traffic Management Center, WEM regional offices, and key locations in the SEOC and WEM.

2.4.2.2 Wisconsin Interoperable System for Communications (WISCOM)

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



emergency management partners.

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

2.4.2.3 VHF two-way radio network

- (1) Operated by WSP primarily for communications between each district headquarters and their cars in the field and with other county, tribal, and federal law enforcement agencies.
- (2) WSP shares this system with multiple state agencies, including the DNR for communications with their wardens and rangers. Users have access to this system via State Patrol posts statewide.

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

2.4.3.1 Application Services:

- (1) Email exchange: Enterprise e-mail provides state agencies with a centrally managed, enterprise-wide messaging system. In addition to e-mail and calendar functions, the enterprise e-mail system provides anti-spam and anti-virus protection, file-sharing services, outbound faxing, and the ability to send encrypted e-mail. This service offers a variety of mailbox sizes designed to meet the diverse business needs of state agencies and their employees.
 - (A) Components of this system include:
 - (i) Operating system
 - (ii) Storage hardware
 - (iii) Server hardware
 - (iv) E-mail software and support
 - (B) Agency technical support staff provides support for the client-based e-mail component.
- (2) Enterprise instant messaging and collaboration: Enterprise Instant Messaging and Collaboration (IMC) is a Unified Communications service based on Microsoft Lync. The Enterprise IMC service connects people everywhere, on Windows and other operating systems including mobile devices, as part of their everyday productivity experience. Enterprise IMC provides a consistent, single client experience for Presence, Instant Messaging, User-to-User Voice and Video as well as a great meeting experience.



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2.4.3.2 Infrastructure services:

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

2.4.3.3 Telecommunication services:

- (1) **Local Voice (Centrix, Long Distance) Service:** Local Voice Service provides Centrix telephone service for State of Wisconsin agencies, universities, campuses, and authorized users. These services are provided under contract as negotiated by DOA with ATT, CenturyTel, Verizon, Solarus, and Frontier Telephone.
- (2) **Mobile Device Management:** The Mobile Device Management Service provides state agencies with mobile device security protection, device management, email management, application management, and Bring your own Device (BYOD) support.
- (3) **Local Voice (Centrix, Long Distance) Service:** Local Voice Service provides Centrix telephone service for State of Wisconsin agencies, universities, campuses, and authorized users. These services are provided under contract as negotiated by DOA with ATT, CenturyTel, Verizon, Solarus, and Frontier Telephone.
- (4) **Mobile Device Management:** The Mobile Device Management Service provides state agencies with mobile device security protection, device management, email management, application management, and Bring your own Device (BYOD) support.
- (5) **Enterprise Skype for Business (Unified Communications):** Skype for Business (Skype4B) is a Unified Communications (UC) service that connects people on Windows as well as other operating systems and platforms, including most mobile devices. It provides a consistent, single-client experience for Presence, Instant Messaging, User-to-User Voice and Video, as well as a meeting experience. Skype for Business also delivers seamless and secure integration with other Microsoft collaboration products such as Outlook, SharePoint, and Office applications.

2.4.3.4 Platform Services:

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



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that provides productivity software and related services for its users.

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

2.4.3.5 Staff with technical expertise in all functions listed above.

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

- (1) Cellular phones – 100 (U.S. Cellular)
- (2) iPads – 7
- (3) Smart phones – 10 (Verizon)

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

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

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

2.4.6.1 WI DHS manages two medical-based communications systems:

- (1) An EMS communications system using VHF and UHF conventional radio channels for ambulance and hospital communications. The system provides:
- (2) Rapid access to emergency medical services (EMS) providers.
- (3) EMS dispatch and response coordination.
- (4) Medical control communications.
- (5) 800MHz interoperability channels
- (6) EMS-related interagency communications.
- (7) The Wisconsin Tracking, Resources, Alerts and Communications (WI Trac) system, an internet-based tool for hospitals and their emergency response partners. WI Trac provides:
- (8) Near real time hospital bed availability.



- (9) Emergency alerting.
- (10) Other hospital related emergency communications.

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

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

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

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

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

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



agencies.

2.5 County and Local Government Two Way Radio Systems

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

2.6 Federal Agency Communications Capabilities

- 2.6.1 FEMA operates the Federal Emergency Management Agency National Radio Systems (FNARS), a high frequency (HF) radio network providing long distance non-secure voice communications capability and long-distance common telephone service. A FNARS radio is in the WEM communications room adjacent to the SEOC.
- 2.6.2 Mobile Emergency Response Support (MERS) and Mobile Air Transportable Telecommunications System (MATTS) resources support local, state, and federal responders with transportable communications support elements. Both MERS and MATTS provide mobile telecommunications, operational support, life support, and power generation assets for the on-site management of disaster and all-hazards activities.
- 2.6.3 FEMA operates the National Warning System (NAWAS) landline telephone system used for disseminating national level threat warnings to state and local jurisdictions throughout Wisconsin. FEMA permits and encourages states to use NAWAS for disseminating state level warnings to local jurisdictions. Both national and regional/state NAWAS terminals are in the WEM communications room and main office, with multiple state NAWAS terminals in other key WEM office areas. Additionally, the WI DOT's Traffic Management Center has a NAWAS terminal. NAWAS is WEM's designated backup communication system to communicate with federal emergency response organizations.
- 2.6.4 The National Oceanic and Atmospheric Administration (NOAA) all-hazards weather radio system is a network of over 1,000 nationwide transmitters broadcasting continuous weather information directly from the nearest National Weather Service (NWS) office. This network continually broadcasts official weather warnings, watches, forecasts, and other hazard information. See attachment 3 for information on NOAA weather radio facilities in Wisconsin.
- 2.6.5 The Emergency Alert System (EAS), part of the Integrated Public Alerting System (IPAWS), is a national public warning system providing the President the ability to address the American public during periods of national emergency. EAS operates through broadcast radio and television stations, cable and satellite television and radio systems, and direct broadcast satellite (DBS) providers.
- 2.6.5.1 State and local authorities can use EAS to deliver important emergency information, such as America's Missing: Broadcast Emergency Response (AMBER) alerts and weather information targeted to specific areas.



Communications and Warning

- 2.6.5.2 IPAWS also allows geo-specific alerting via the Wireless Emergency Alerts (WEA).
- 2.6.5.3 WEM has access to the statewide EAS and IPAWS networks and can make emergency broadcasts directly from WEM headquarters. WEM regularly transmits required monthly tests to broadcasters statewide via this system.

2.7 Private and Leased Services

- 2.7.1 Each SEOC workstation has a telephone connected to the commercial telephone network using AT&T Unified Communications (UC) Voice-over-IP (VoIP) telecommunications network. This network is cloud-based, (i.e., uses no on-premise servers), and traverses WEM's computer network. Two backup systems are provided in case of network outages:
 - 2.7.1.1 Department of Transportation (DOT) VoIP phones on the DOT network serving WEM region director offices and other key locations.
 - 2.7.1.2 POTS (Plain Old Telephone System) phones in key locations throughout WEM and on the UC VoIP network, allowing VoIP phones to continue communications.
- 2.7.2 The EMnet phone system is a dedicated VoIP communication network which utilizes the internet as primary and satellite as an automatic backup for the Point Beach Nuclear Power Plant. Phones are located at WI DOT Traffic Management Center in Milwaukee, WEM SEOC Communications (Room A106), and WEM Radiological Emergency Preparedness Section (Room 222). Two additional access ports are in the WEM SEOC Operations Section, and in the Planning and Preparedness Section (Room 212).
 - 2.7.2.1 Priorities for the EMnet phone system are:
 - (1) Incident notification and changes to protective action recommendation.
 - (2) Status updates.
 - (3) General information and coordination.
- 2.7.3 A dedicated phone line for communication with the Prairie Island Nuclear Generating Plant. There are several answering points located within the SEOC as well as in WEM office spaces.
- 2.7.4 Local and county governments: Local and county governments often contract with private internet and communications service providers.

2.8 Non-Governmental Agencies Capabilities and Assets

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



Communications and Warning

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

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

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

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

2.8.2 American Red Cross

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

2.8.3 The Salvation Army (SA)

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

2.8.4 Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT)

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

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

2.9 ESF Activities

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



responsibilities that are unique to ESF 2 and is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Provide intra-agency communications services when operating in support of state and local emergency management agencies. • Provide support to victims of emergencies and disasters by transmitting health and welfare messages into and out of disaster areas. 	American Red Cross SA
<ul style="list-style-type: none"> • In conjunction with WEM, support private utility operators in the restoration of voice, video, and data transmission capabilities. • Work with ISPs and telecommunication providers to establish or restore necessary communications capabilities during an emergency. • Work with other state and local agencies to restore network and IT service, as appropriate. 	DOA/DET
<ul style="list-style-type: none"> • Provide agency personnel and communications support statewide. 	WisDOT
<ul style="list-style-type: none"> • Provide and maintain communications infrastructure in support of commercial communications networks. • Restore communications capabilities when outages occur. • Assist state, tribal, county, and local governments with communications capabilities, when requested and able. 	Private Sector
<ul style="list-style-type: none"> • As requested, provide backup voice and data communications services in support of local and state emergency management agencies. 	WI ARES/ RACES
<p>Communications and Warning Unit</p> <ul style="list-style-type: none"> • Work with telecommunications partners to identify areas where deployable communications assets may be required. • Support communications and information technology equipment in the SEOC while it is operating at Level 3 or above. • Supplement state emergency communications systems with a mobile communications center and other WEM-operated equipment. • Issue IPAWS messages as requested by the Governor or the Governor’s authorized representative or other municipalities, as needed. • Coordinate with DET and other state agencies to identify communications needs. • Deploy WEM radios as needed to facilitate response activities to public and private entities during emergencies. • Coordinate COML support to local governments and private sector partners, when requested. • Coordinate with the SEOC Operations and Logistics Sections (when elevated to level 3 or above) or the WEM Duty Officer (Level 4 & 5) to deploy communications and information technology resources, when requested. 	DMA/WEM
<ul style="list-style-type: none"> • Provide trained public safety communicators to assist state and local jurisdictions when requested in an emergency. 	WI-TERT



Table 2-2: Short Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> Assume a lead role in managing the recovery of communications- related activities from a human health-related incident. In conjunction with WEM, support private utility operators in the restoration of voice, video, and data transmission capabilities. In conjunction with WEM, coordinate acquisition and deployment of additional telecommunications equipment and personnel necessary to establish temporary communications capabilities within the affected area. 	DOA/DET
<ul style="list-style-type: none"> As necessary, support private utility operators in the restoration of voice, video, and data transmission capabilities. 	WisDOT
<ul style="list-style-type: none"> In conjunction with DET, support private utility operators in the restoration of voice, video, and data transmission capabilities. This support may include, but is not limited to: <ul style="list-style-type: none"> Communications Liaison Officer Portable and mobile radio asset deployment Technical advice In conjunction with DET, coordinate acquisition and deployment of additional telecommunications equipment and personnel necessary to establish temporary communications capabilities within the affected area. 	DMA/WEM

3. Supporting Documents

3.1 Attachments

- 3.1.1 ICS Form 217a Communications Resource Availability Worksheet (This document is not included as it is U//FOUO but is available at the WEM Communications Office.)
- 3.1.2 Wisconsin Mutual Aid Channel (MARC)
- 3.1.3 NOAA Radio Tower Locations
- 3.1.4 WISCOM Tower Site Map

3.2 Agency-Specific Plans and Procedures

- 3.2.1 SEOC Operations Manual
- 3.2.2 WISCOM Administrative Manual
- 3.2.3 Wisconsin ARES/RACES Communications Reference Plan
- 3.2.4 Wisconsin TERT Memorandum of Understanding
- 3.2.5 Wisconsin Emergency Medical Services Communications Plan

3.3 National Response Framework ESF 2



Table 3-1: Record of Change

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Wisconsin Emergency Response Plan
Communications and Warning

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Attachment 1

ICS Form 217a Communications Resource Availability

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

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

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



Wisconsin Emergency Response Plan
**ICS Form 217a Communications Resource
Availability**

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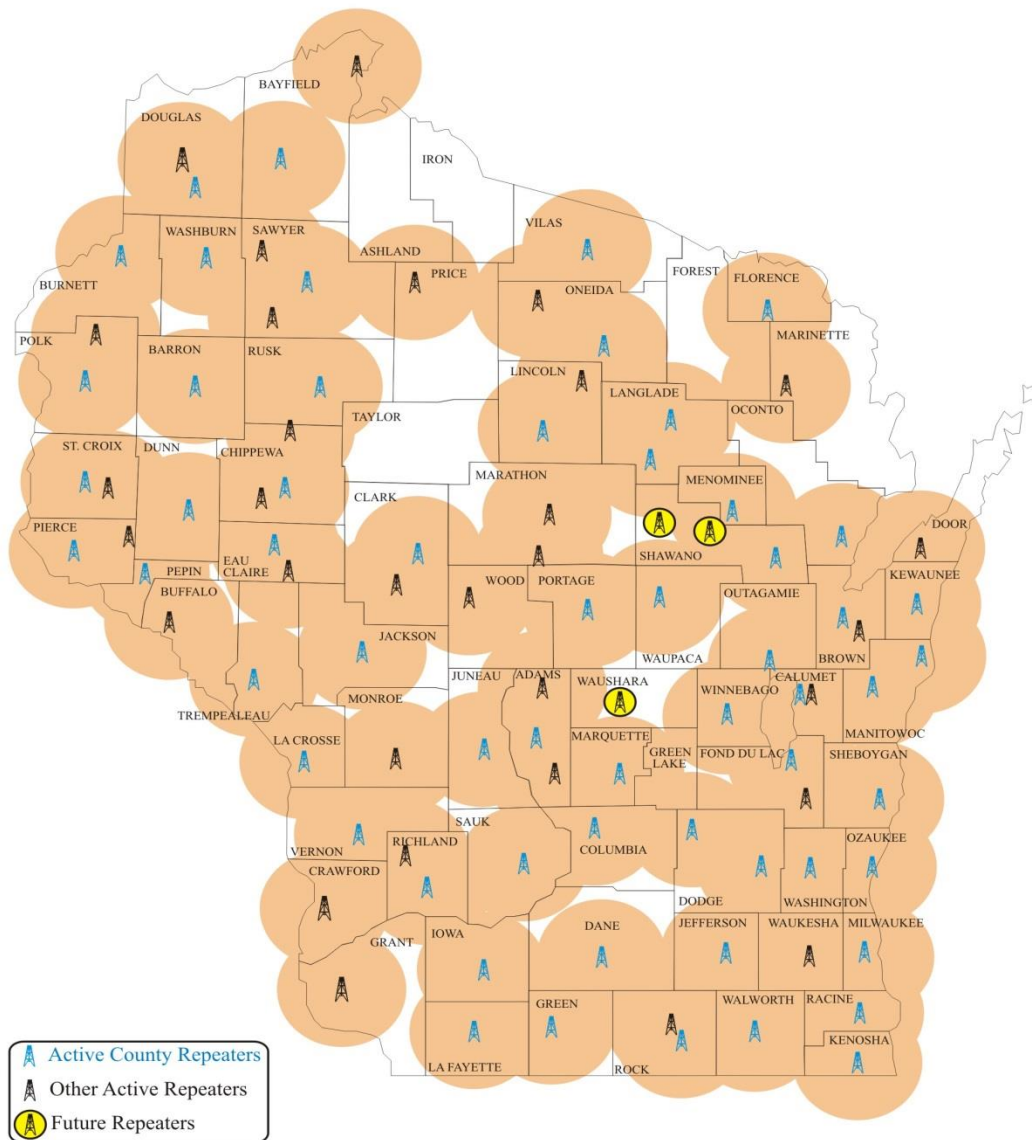


Attachment 2

Wisconsin Mutual Aid Radio Channel State of Wisconsin Mutual Aid Radio Channel



Repeater Locations



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

June 30, 2008



Wisconsin Emergency Response Plan
Wisconsin Mutual Aid Radio Channel

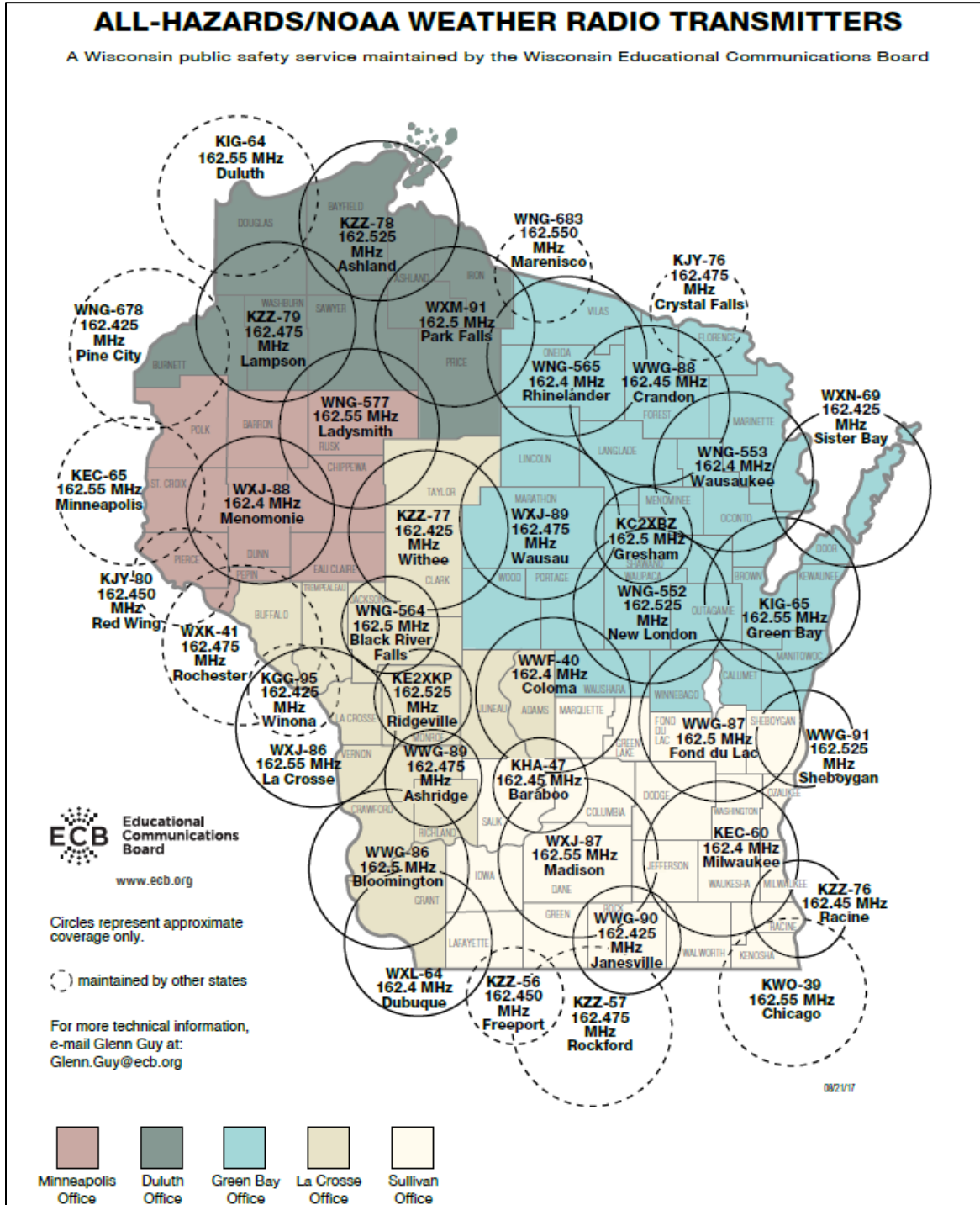
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Attachment 3

NOAA Radio Tower Locations





1. Weather Radio Stations

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

Table 1-1: Weather Radio Stations

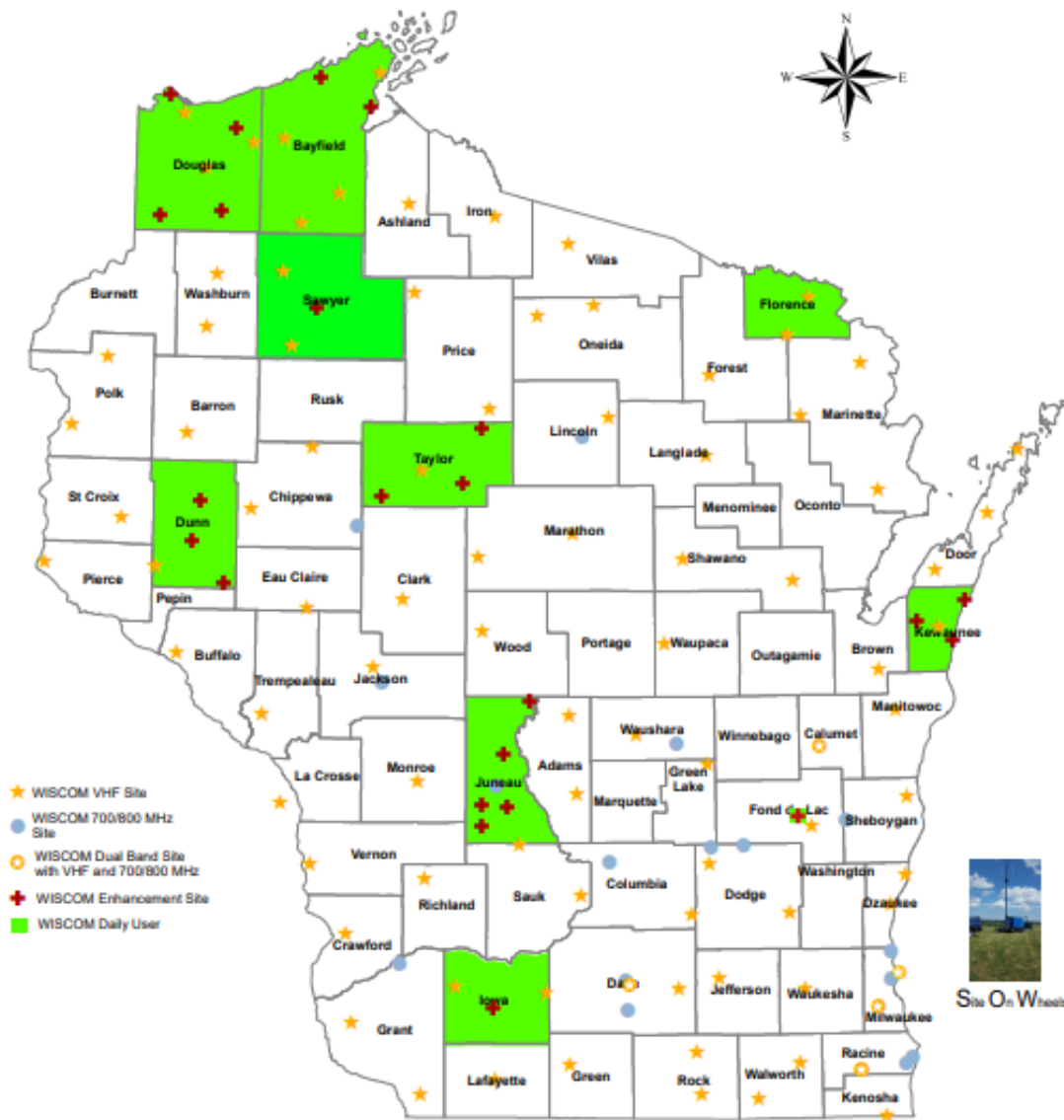
City	Call Signal	Frequency
Ashland	KZZ-78	162.525 MHz
Ash Ridge	WWG-89	162.475 MHz
Baraboo	KHA-47	162.450 MHz
Black River Falls	WNG-564	162.500 MHz
Bloomington	WWG-86	162.500 MHz
Coloma	WWF-40	162.400 MHz
Crandon	WWG-88	162.450 MHz
Delafield / Milwaukee	KEC-60	162.400 MHz
Dubuque / Kieler	WXL-64	162.400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



Attachment 4

WISCOM Tower Site Map

WISCOM Tower Sites



State Agency Daily WISCOM Users



Source: [Wisconsin Interoperable System for Communications \(WISCOM\) – Wisconsin Office of Emergency Communications](#) (accessed 11/18/21).



Wisconsin Emergency Response Plan
Wiscom Tower Site Map

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Attachment 4

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Public Works and Engineering

ESF 3



Wisconsin Emergency Response Plan
Public Works & Engineering

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Public Works & Engineering

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Table 1-1: Coordinating and Support Agencies

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

1. Introduction

1.1. Purpose

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

1.2. Scope

- 1.2.1. Support life-saving, life-sustaining, and reduction of property damage efforts.
- 1.2.2. Assess the damage to critical structures and infrastructure.
- 1.2.3. Restore and maintain essential services along with emergency repair of damaged public infrastructure and critical facilities.
- 1.2.4. Provide technical assistance to include engineering expertise, construction management, and contracting real estate services.
- 1.2.5. Provide for the necessary equipment, supplies, and procuring of private sector resources to support emergency response.

1.3. Policies

- 1.3.1. Tribal and local units of government are responsible for ensuring that infrastructure and buildings in their respective communities are safe for use after a disaster.
- 1.3.2. Tribal and local units of governments are responsible for mutual aid and assistance agreements to facilitate the sharing of resources to support emergency response. Copies of these agreements should be provided to WEM.
- 1.3.3. Tribal and local authorities are responsible for obtaining required permits, waivers, and clearances related to ESF 3 support.



- 1.3.4. State, tribal, and local authorities will encourage the participation of private sector infrastructure owners and operators in ESF 3 incident action planning and other planning activities.
- 1.3.5. The private sector is a partner or lead for the rapid restoration of infrastructure or related services.
- 1.3.6. The state is responsible for coordinating assistance from federal agencies when an incident or disaster requires such a response.

2. Concept of Operations

2.1. General

- 2.1.1. Activation of ESF 3 resources occurs through the Duty Officer (DO) system unless the State Emergency Operations Center (SEOC) is at Level 3 or above.
- 2.1.2. ESF 3 is managed through WEM and at the local level. State coordination activities are conducted by the WEM Region Director
- 2.1.3. There may be mutual aid agreements in place between public works agencies based upon the Public Works Mutual Assistance Agreement authorized under §323.13(1)(d), Wis. Stats.; the Wisconsin Public Works Assistance Agreement or other local agreements.

2.2. Response Capabilities

- 2.2.1. Technical advice and evaluations
- 2.2.2. Engineering services
- 2.2.3. Construction management and inspection
- 2.2.4. Emergency contracting
- 2.2.5. Provision of potable water
- 2.2.6. Provision of emergency power
- 2.2.7. Needs and damage assessment immediately following the incident
- 2.2.8. Debris clearance from public streets and roads and oversight of collection sites for the various items removed.
- 2.2.9. Temporary repair or replacement of emergency access routes.
- 2.2.10. Emergency demolition or stabilization of damaged structures and facilities (structures designated by state and local jurisdictions as immediate hazards to the public health and safety to facilitate the accomplishment of life saving operations).
- 2.2.11. Emergency contracting to support public health and safety.



- 2.2.12. Support and coordinate the assistance that may be provided by government-sponsored volunteer groups and resources in support of the functions of this ESF.
- 2.2.13. Technical assistance including structural inspection of private residences, commercial buildings, and structures.
- 2.2.14. Assist in the preparation of internal preliminary damage assessments (PDAs).

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 3, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

3.1. Common Responsibilities

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

3.2. Lead Coordinating Agency – Department of Military Affairs

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs: Wisconsin Emergency Management	<ul style="list-style-type: none">• Coordinate assistance from federal, state, and private organizations.• Coordinate assistance for local governments in assessing damage to infrastructure and buildings, and determine what resources are required to restore and maintain essential services.• Coordinate with state agencies responsible for public works and engineering to provide local governments the necessary resources to restore and maintain essential services.• Provide training, as requested, to local entities regarding conducting damage assessment and identification of appropriate mitigation measures.• Begin to collect and process damage assessment reports of the disaster or emergency as soon as practical with available resources. Process and distribute these reports to other pertinent county, state, and federal agencies.• Identify, prioritize, and coordinate energy and utility problems that result from the disaster (e.g. shut off gas and electricity to flooded areas, restore critical systems, control underground water, and gas main breaks).



3.3. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration	<ul style="list-style-type: none"> • Provide state fleet vehicles or state aircraft for the transportation of people, the limited transportation of supplies, or for damage assessment. • Provide architects and engineers who can assist with damage assessment and make recommendations in the areas of structural and roof evaluation, design and construction supervision, evaluation of electrical and utility facilities, and power plant operation. • Assist with locating various energy suppliers in the case of a power shortage. • Provide energy (i.e. heating) assistance and emergency weatherization services for low income households during periods of cold weather. • Complete the damage assessment of state-owned facilities in the disaster area. • Access the state and federal surplus property contacts to determine the availability of assistance. • Coordinate with users to restore BadgerNet (i.e. voice, data, and video networks for public agencies around Wisconsin) in the event of an outage.
Department of Corrections	<ul style="list-style-type: none"> • Provide inmate labor forces to assist in a disaster based upon WI DOC policies or procedures.
Department of Justice	<ul style="list-style-type: none"> • Provide legal assistance in matters related to possible fraud and deceptive practices by companies or individuals against those affected by the incident. • Assist in the investigation and possible prosecution in reported incidents of fraud, deceptive practices, or other criminal activity related to the incident.
Department of Natural Resources	<ul style="list-style-type: none"> • Provide technical assistance in the areas of water and air quality, sewage treatment, dam safety, hazardous and solid waste, river flood control, shoreline protection, and environmental assessments. • Inspect dams, order draw-downs and repairs, and recommend operational changes. • Assist with providing the necessary environmental waivers and legal clearances to response efforts. • Support efforts for temporary construction of roads and bridges, when appropriate. • Support efforts to protect the water supply and sewage systems. • Support efforts with debris, trash, and waste removal, including assisting with temporary landfill issues. • Support efforts to designate and demolish structures that are determined to be hazardous. • Assist with determining the need for and construction of emergency structures (e.g. levees, sandbagging, bridges). • Support efforts to provide sanitation services during an emergency. • Coordinate with WEM and local governments to utilize private contractors in response, recovery, mitigation, and remediation efforts. • Identify critical locations (e.g. water and wastewater facilities) that need to be cleared of debris immediately to provide effective emergency services.



Wisconsin Emergency Response Plan
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Agency	Functions
Department of Safety & Professional Services	<ul style="list-style-type: none"> • Assist local officials with assessing damage to private onsite waste treatment systems (POWTS) and facilitate the restoration of those damaged systems. • Assist local officials with assessing damage to buildings and structures that constitute an imminent danger and warrant demolition. • As requested, provide local officials with: <ul style="list-style-type: none"> ○ Information on businesses credentialed and regulated by the state to perform building inspection and repair services. ○ Prioritize and expedite credentialing of out-of-state individuals performing work associated with the repair, construction, and inspection of damaged buildings and structures. • Provide consultation services: <ul style="list-style-type: none"> ○ To local officials who are required to determine if a state plan review must take place prior to working on damaged buildings and structures, and POWTS. ○ To design professionals involved in the repair or reconstruction of damaged buildings and structures. ○ On a prioritized plan, review service to those design professionals requiring a plan review and approval in order to proceed with the repair or replacement of damaged buildings and structures, and POWTS. • Assist local partners in assessing and resolving potential health issues related to the debris removal process.
Department of Transportation	<ul style="list-style-type: none"> • Provide technical expertise to county and local officials to prevent further damage or to assist with emergency repairs of state, county, and local highways and bridges, along with prioritizing the necessary repairs. • Coordinate road closures and establish alternate routes of access. • Provide staff to assess and compile damage assessments for highways, parks, and other public works facilities that will assist WEM and FEMA with the development of preliminary damage reports. • Provide staff or lists of private appraisers for the preliminary assessment of damages to railroads and other transportation routes. • Provide lists of private contractors and consultants who could assist local governments with the design, repair, and construction of transportation infrastructure.
Public Service Commission	<ul style="list-style-type: none"> • Provide assistance to coordinate and prioritize the repair or restoration of utilities, including overseeing that safety inspections are conducted before the general public is allowed to return to the impacted area. • Provide regulatory oversight and enforcement of public utility companies regarding their emergency preparedness and response. • Monitor emergency service activities of electric, telecommunication, water, and natural gas public utilities. • Act as liaison between public utilities and state and federal governmental agencies and officials. • Assist with damage assessment of public utility facilities and prioritize the need for disaster recovery funding.



Agency	Functions
Department of Military Affairs: Wisconsin National Guard	<ul style="list-style-type: none">• Provide requested resources to support state and local emergency response efforts for the protection of life and property.• Track usage of WING resources in accordance to WING Concept Plan (CONPLAN 11-01).• Coordinate with the SEOC and local incident commander(s) for withdrawal of WING resources.

4. Supporting Documents

4.1. Attachments

- 4.1.1. Public Works Mutual Assistance Agreement
- 4.1.2. Wisconsin Public Works Mutual Assistance Agreement Operations Plan

4.2. Agency-Specific Plans and Procedures

- 4.2.1. WING Concept Plan 11-01

4.3. Federal Support

- 4.3.1. National Response Framework, Third Edition, June 2016
- 4.3.2. Emergency Support Function #3 – Public Works and Engineering Annex, June 2016



Table 4-1: Record of Change

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Wisconsin Emergency Response Plan
Public Works & Engineering

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Attachment 1

Public Works Mutual Assistance Agreement

Public Works Mutual Assistance Agreement



Wisconsin Emergency Response Plan
Public Works Mutual Assistance Agreement

ESF 3
Attachment 1

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

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

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

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

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

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

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



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

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

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

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

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

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

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

THE PARTIES HERETO AGREE AS FOLLOWS:



SECTION ONE

Purpose

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

SECTION TWO

Definitions

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

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



- C. "Emergency": An occurrence or condition in a Stricken Unit's territorial jurisdiction which results in a situation of such magnitude and/or consequence that it cannot be adequately handled by the Stricken Unit, so that it determines the necessity and advisability of requesting aid.
- D. "Executive Board": The statewide oversight board of PWMAS which is comprised of Region representatives.
- E. "Incident command system": This system has the meaning specified in s. 323.02(9), Stats., and follows the guidelines of the National Incident Management System, also known as NIMS.
- F. "Member Unit": A unit of local government including but not limited to a county, city, village, town, tribe or band, or an intergovernmental agency and the units of which the intergovernmental agency is comprised which is a party to the Public Works Mutual Assistance Agreement and has been appropriately authorized by the governing body to enter into such agreement, and to comply with the rules and regulations of PWMAS.
- G. "Public Works": The physical structures and facilities developed or acquired by a local unit of government or a federally recognized American Indian tribe or band in this state to provide services and functions for the benefit and use of the public, including water, sewerage, waste disposal, utilities, and transportation.
- H. "Public Works Mutual Assistance System" (hereinafter referred to as PWMAS): A definite and prearranged plan whereby emergency response and assistance is provided to a Stricken Unit by the Aiding Unit(s) in accordance with the system established and maintained by the Member Units and amended from time to time.
- I. "PWMAS or 'Public Works Mutual Assistance System' region" means the WEM regional areas as identified by the Adjutant General under ss. 323.13(2)(a), Stats.
- J. "Stricken Unit": A Member Unit or a non-participating local governmental unit which requests aid in the event of an emergency.



SECTION THREE

Authority and Action to Effect Mutual Aid

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

- A. Whenever an emergency occurs and conditions are such that the Authorized Representative, or his designee, of the Stricken Unit determines it advisable to request aid pursuant to this Agreement he shall notify the Aiding Unit of the nature and location of the emergency and the type and amount of equipment and personnel and/or services requested from the Aiding Unit.
- B. The Authorized Representative, or his designee, of the Aiding Unit shall take the following action immediately upon being requested for aid:
 1. Determine what equipment, personnel and/or services are requested according to the system maintained by PWMAS.
 2. Determine if the requested equipment, personnel, and/or services can be committed in response to the request from the Stricken Unit;
 3. Dispatch immediately the requested equipment, personnel and/or services, to the extent available, to the location of the emergency reported by the Stricken Unit in accordance with the procedures of PWMAS;
 4. Notify the Stricken Unit if any or all of the requested equipment, personnel and/or services cannot be provided.



SECTION FOUR

Jurisdiction Over Personnel and Equipment

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

SECTION FIVE

Compensation for Aid

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

SECTION SIX

Insurance

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



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

SECTION SEVEN

Indemnification Liability and Waiver of Claims

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

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

SECTION EIGHT

Non-Liability for Failure to Render Aid

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



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

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

SECTION NINE

Non-Discrimination

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

SECTION TEN

Term

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

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



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

SECTION ELEVEN

Effectiveness

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

SECTION TWELVE

Binding Effect

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

SECTION THIRTEEN

Validity

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



SECTION FOURTEEN

Notices

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

SECTION FIFTEEN

Governing Law

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

SECTION SIXTEEN

Execution in Counterparts

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

SECTION SEVENTEEN

Executive Board of PWMAS

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



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

SECTION EIGHTEEN

Duties of the Executive Board

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

SECTION NINETEEN

Rules and Procedure

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

SECTION TWENTY

Amendments

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



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Public Works Mutual Assistance Agreement

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

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

Political Entity

President or Mayor, Chairman, Executive or Manager

Date

ATTEST:

Title

Date

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



ADDENDUM A TO PUBLIC WORKS MUTUAL ASSISTANCE AGREEMENT

RESOLUTION NO. _____

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

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

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

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

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

Dated this _____ day of _____, 20XX

(INSERT YOUR COMMUNITY)

By: _____

(INSERT NAME OF ELECTED OFFICIAL)

Attest: _____

(INSERT NAME OF CLERK)



Wisconsin Emergency Response Plan
Public Works Mutual Assistance Agreement

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Wisconsin Emergency Response Plan
**WI Public Works Mutual Assistance
Agreement Ops Plan**

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Attachment 2**

Attachment 2

**WI Public Works Mutual Assistance Agreement Operations
Plan**

***Wisconsin Public Works
Mutual Assistance
Agreement Operations Plan***



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**WI Public Works Mutual Assistance
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1. Introduction

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

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

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

1.1. Definitions

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

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

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

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

1.2. Mission Statement

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



2. Overview

2.1. General

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

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

2.2. Liaison Officer

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

2.3. Response Team Concept

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

The use of Response Teams provides several benefits:

- 2.3.1 The Requesting Agency is assured responders have the proper equipment to complete the mission.
- 2.3.2 Safety is improved as Response Teams bring the proper support equipment and PPE for the task.



- 2.3.3 Requesting Response Teams from several member units spreads out the impact of the response.
- 2.3.4 The use of pre-identified Response Team personnel and equipment provides consistency and improves the ability to provide an organized response.

3. Incident Categories

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

3.1. Local Assistance

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

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

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

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

3.2. Local or Regional Emergency and Disaster

3.2.1 Requesting Assistance

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

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



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1.3.2.1. Requesting Agency (Steps to Follow)

When your local unit of government is requesting assistance:

- (1) Assess the situation, determine the resources needed, and whether it exceeds your capabilities.
- (2) The LO shall contact your local Authorized Representative requesting assistance.
- (3) Locate local units of government included in the Agreement which is located on Wisconsin Emergency Management web site (TBA).
- (4) Call the local unit of government(s) listed that may have the resources you need.
- (5) Fill out the Requesting Agency's Mutual Assistance Information form.
- (6) Send copy of the form to the Responding Agency as soon as possible.

2.3.2.1. Responding Agency (Steps to Follow)

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

- (1) Make sure you can fulfill the request before giving an answer. Remember, you are not required to supply aid if you determine you cannot spare resources or if you do not have qualified personnel, appropriate equipment, and necessary materials for what is requested.
- (2) Analyze the level of risk of the request.
- (3) Complete the Provider's Response form with the information given by the Requesting Agency.
- (4) Brief your employees and prepare the equipment.
- (5) Complete the Employee and Equipment Information form. Provide copies to your responding staff and to the Requesting Agency.
- (6) Dispatch staff to the Requesting Agency for assistance.

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

- (1) Carry a copy of the Requesting entity's Mutual Assistance Information form and your Employee and Equipment Information form and provide a copy of each to the requesting entity.
- (2) Remember, you are responsible for your crew working in a safe and professional manner.
- (3) Track your equipment and materials inventory.

3.2.2 During the Response



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- 1.3.2.2. The requesting agency informs the responding agency when requested resources have arrived at the staging area.
- 2.3.2.2. Communication between the Requesting Agency and the Responding Agency continue at various times during the operational period to discuss resource needs for future operational periods.
- 3.3.2.2. The Requesting Agency fully documents the situation under the local NIMS-Compliant Incident Command Structure, including incident objectives, resources received; work performed, cost arrangements, logistics arrangements, and other pertinent information.
- 4.3.2.2. The Responding Agency documents the contacts made, resources coordinated, response, and demobilization information.

3.2.3 Demobilization

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

3.2.4 Additional Operational Periods

- 1.3.2.4. This process is to be repeated when resources are requested for additional operational periods. Should the LO for an incident change during the course of the incident, the outgoing LO shall fully brief the incoming LO as to the status of the response and shall pass on any documentation related to the incident. All changes shall be communicated to the Incident Command staff.
- 2.3.2.4. It is generally expected that the resource needs of a local or regional emergency will be met with regional resources deployed on a daily basis. The LO should arrange for resources from agencies within a 2-hour travel distance of the incident, if possible. This would provide a 12-hour shift for responders, an 8-hour work shift, and 4-hours of travel time to and from the incident. Should the combined work shift and travel time exceed 12-hours, the Requesting Agency may be required to provide lodging and meals for responders.
- 3.3.2.4. In a multi-jurisdictional emergency, it is understood that the Requesting Agency may not be the effected community. A Multi-agency Coordination System such as a county emergency management agency may coordinate resource requests in some situations. There may also be public works resource responding through mutual aid agreements other than Wisconsin Public Works Mutual Assistance System (WPWMAS); for example the Wisconsin Water and Wastewater Agency Response Networks (WARN). In all cases, it is important that a single point of contact be established for each incident, and all public works resources should be coordinated through that one point of contact.

3.2.5 Common Communications



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

3.2.6 Finance

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

3.2.7 General Operational Rules

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

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

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



Attachment 2

**WI Public Works Mutual Assistance Agreement Operations
Plan**

Appendices



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4. Appendix A. Application Submission Checklist

Date: _____

Agency: _____

Population Served: _____

Form Completed by: _____

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

Submit copy of forms to:
 Wisconsin Public Works Mutual Assistance Agreement
 General Counsel
 WI Dept. of Military Affairs 2400 Wright Street
 PO Box 8111
 Madison, WI 53708-0811

And

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



5. Appendix B. Request Assistance

<<Date>>

<<Name of Provider>>

<<Address of Provider>>

Dear <<Provider Contact>>;

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

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

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

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

Sincerely,

Name of Authorized Requesting Representative

Title of Authorized Requesting Representative



6. Appendix C. Provider's Response

<<Date>>

<<Name of Provider>>

<<Address of Provider>>

Dear <<Authorized Requesting Contact>>;

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

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

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

Sincerely,

Name of Authorized Provider Representative

Title of Authorized Provider Representative



7. Appendix D. Authorized Representative

Authorized Representative

Community: _____

Address: _____

Name: _____

Title: _____

Office Phone: _____

Cell Phone: _____

Fax: _____

Back Up Authorized Representative

Name: _____

Title: _____

Office Phone: _____

Cell Phone: _____

Fax: _____



8. Appendix E. Employee and Equipment List

Employee and Equipment List

Community: _____

Employees:

_____	_____
_____	_____
_____	_____
_____	_____

Equipment:

_____	_____
_____	_____
_____	_____
_____	_____



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9. Appendix F. Reimbursement Summary Form

Reimbursement Summary Form									
Date	Employee Name (Last, First)	Equipment #	Description	FEMA Code	FEMA Rate	Time	Hours	Total	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
								\$0.00	
DPW Grand Total:								\$0.00	
Misc. Supplies Usage _____							Cost _____		Total
									\$ -
									\$ -



Firefighting

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Firefighting

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Wisconsin Emergency Response Plan
Firefighting

ESF 4

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Table 1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Natural Resources (DNR)
Wisconsin Governmental Support Agencies	Department of Corrections (WI DOC) Department of Justice/Division of Criminal Investigation (WI DOJ/DCI) Department of Safety & Professional Services (DSPS) Tribal or Municipal Authority Having Jurisdiction (AHJ) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

- 1.1.1 Emergency Support Function (ESF) 4 establishes state level coordination of local and state resources to respond to structural, specialized, and wildland fires resulting from natural and manmade causes requiring fire suppression using principals identified in the National Incident Management System (NIMS).

1.2 Scope

- 1.2.1 ESF 4 is an integral element of the Wisconsin Emergency Response Plan (WERP) and applies to state agencies and state-owned firefighting equipment and resources.
- 1.2.2 ESF 4 supports and coordinates firefighting and EMS activities and provides personnel, equipment, and supplies in support of county, tribal, and local governments.
- 1.2.2.1 Fire service activities related to search and rescue (SAR) are covered in ESF 9.
- 1.2.2.2 Fire service activities related to hazardous materials responses are covered in ESF 10.
- 1.2.3 The Concept of Operations section of ESF 4 is sub-divided into two subparts.
- 1.2.3.1 Subpart A relates to all fire protection, prevention, and investigation except for wildland firefighting in unincorporated portions of the state.
- 1.2.3.2 Subpart B relates to wildland firefighting in unincorporated portions of the state. Wisconsin Statutes § 26.11 assigns responsibility for prevention, detection, and suppression of forest fires in unincorporated portions of Wisconsin to the DNR.
- (1) NR 30.01 and NR 30.02 of the Wisconsin Administrative Code authorizes the DNR Division of Forestry to assume command of firefighting operations in portions of Wisconsin covered by § 26.11.



- (2) The DNR may request assistance for wildland firefighting through the Mutual Aid Box Alarm System – Wisconsin (MABAS WI) or other established mutual aid agreements. Agencies assisting the DNR at a wildland fire where the DNR has command shall follow policies, procedures, and protocols established by the DNR and published in DNR manuals, handbooks, and guidelines.
- (3) Within incorporated areas of Wisconsin, the DNR may respond to requests for wildland firefighting assistance from other agencies.

1.3 Policies

- 1.3.1 In accordance with § 323.13 (1)(c) and (d), Wis. Stats., firefighting operations are conducted using the Incident Command System (ICS).
- 1.3.2 Policies and procedures for on-scene fire service operations are contained in local agency standard operating procedures (SOPs), standard operating guidelines (SOGs), and other protocols.
- 1.3.3 Support for firefighting activities is prioritized first to the safety of human life, then to protection of property, and then to protection of the environment.
- 1.3.4 The established mechanism for a fire department to obtain emergency assistance from neighboring fire departments is through mutual aid.
 - 1.3.4.1 Mutual aid agreements generally:
 - (1) Establish procedures for a fire department to obtain emergency services from another fire department without charge.
 - (2) Establish procedures for incorporating resources from outside jurisdictions into operations in the requesting jurisdiction.
 - (3) Establish policies regarding worker's compensation, liability for firefighter injuries, support for firefighters and their equipment while deployed, and other administrative functions.
 - (4) Establish policies for reservicing, repair, or replacement of equipment provided under mutual aid and for workers compensation.
 - 1.3.4.2 Wisconsin Administrative Code Chapter WEM 8 establishes policies and procedures for mutual aid through MABAS WI. Refer to Attachment 1. Mutual Aid Box Alarm System – Wisconsin (MABAS WI).
 - (1) The purpose of MABAS WI is to coordinate the effective and efficient provision of mutual aid during emergencies, natural disasters, or manmade catastrophes. MABAS WI is not intended to relieve a community of their responsibilities to provide adequate emergency services for local emergencies. When a local unit of government exhausts its resources, MABAS



WI can be activated by the stricken community and through a systematic plan. MABAS WI will provide:

- (A) Immediate assistance to a requesting jurisdiction with personnel and equipment.
 - (B) Response teams of: firefighters, emergency medical personnel, hazardous materials teams, technical rescue specialists, dive teams, etc.
 - (C) Access to specialized equipment.
 - (D) A contractual agreement covering responsibilities and liabilities for its members.
 - (E) Standardized policies and procedures for mutual aid.
 - (F) An organization comprising fire departments from Illinois, Indiana, Iowa, Missouri, Michigan, and Wisconsin.
- (2) Access to MABAS WI:
- (A) For fire departments is through the VHF Interagency Fire Emergency Radio Network (IFERN) radio frequency using procedures published by MABAS WI.
 - (B) For entities other than fire departments is through the WEM Duty Officer (DO) system or the WEM Fire Service Coordinator (FSC).
- (3) MABAS Wisconsin Policies, Procedures, & Guidelines and other information relating to MABAS WI is available on their website <http://www.mabaswisconsin.org>.

1.3.4.3 Additional personnel and equipment resources are available outside the MABAS WI system and include:

- (1) Mutual Aid Net, a software application provided jointly by the International Association of Fire Chiefs and FEMA to serve as a resource database and mutual aid deployment tool.
- (2) WI DOC inmate task forces and strike teams and DNR wildland firefighting personnel and equipment. These resources can be made available through the State Emergency Operations Center (SEOC) or WEM DO system.
- (3) WING resources through the WING Joint Operations Center (JOC).
- (4) Interstate mutual aid agreements between Wisconsin and surrounding states through standing mutual aid agreements between municipalities or through the Emergency Management Assistance Compact (EMAC) requested by the SEOC or WEM DO system.



- (5) Federal resources through a joint field office (JFO), where established, or through the FEMA Region V Regional Response Coordination Center (RRCC). Such requests are made through the SEOC or the WEM DO system.
- (6) Federal resources through WDNR DNR's "Cooperative Wildland Fire Management and Stafford Act Response Agreement" with USDA-FS-Northeast Area State and Private Forestry.
- (7) DNR also has agreements with the National Park Service, US Fish and Wildlife, and BIA for forest fire response.

1.3.4.4 The size or complexity of an incident may dictate whether a local jurisdiction should request one or more incident management teams (IMTs).

- (1) If the SEOC is at Level 5 or Level 4, the request is through the WEM DO system.
- (2) If the SEOC is at Level 3 or above, the request is through the SEOC.

1.3.5 Situation and damage assessment information is transmitted through established channels:

1.3.5.1 If the SEOC is at Level 5 or Level 4, information is transmitted through the WEM DO system.

1.3.5.2 If the SEOC is at Level 3 or above, information is transmitted through the SEOC.

2. Concept of Operations – Municipal Firefighting

2.1 General

- 2.1.1 Municipalities are responsible for fire prevention, protection, and origin and cause investigation within their jurisdiction. This responsibility is met by either establishing a fire department, or by contracting with other municipalities that have fire departments.
 - 2.1.1.1 DSPS/Division of Safety and Buildings, regulates firefighter health and safety, administers the state's Fire Prevention Code, and maintains a list of recognized public and private fire departments.
- 2.1.2 Certain larger industrial companies establish fire brigades for quick response to fires on their properties. Fire brigades provide only first response capability and are augmented by municipal fire departments for sustained operations.
- 2.1.3 Larger airports may establish an aircraft crash-rescue fire department or contract for such service for quick response to airfield incidents. The quantity and volatility of aircraft fuels cause rapidly expanding fires that can cause loss of life and very high dollar losses. As with industrial fire brigades, most crash-rescue fire departments are augmented by municipal fire departments for sustained operations.



- 2.1.4 State level support for firefighting activities is provided:
 - 2.1.4.1 If the SEOC is at Level 5 or Level 4, through the WEM DO system.
 - 2.1.4.2 If the SEOC is at Level 3 or above, through the SEOC.

2.2 Wisconsin Fire Service Emergency Response Plan

- 2.2.1 WEM, through the FSC, the Wisconsin State Fire Chiefs Association, and MABAS WI have collaborated to create the Wisconsin Fire Service Emergency Response Plan. The plan provides fire chiefs with access to a large pool of fire service resources, which may be needed when local and mutual aid resources are, or may become, depleted. The plan provides for the systematic organization, mobilization, deployment, and management of resources at a major fire, disaster, or other emergency.
- 2.2.2 The Wisconsin Fire Service Emergency Response Plan primarily addresses fire departments participating in MABAS WI. Fire departments which are not members of MABAS WI may also request resources through the plan.
- 2.2.3 The SEOC, WEM FSC, WEM DO, and WEM senior duty officer (SDO) utilize the plan to coordinate all fire service related resources throughout Wisconsin. The Wisconsin Fire Service Emergency Response Plan:
 - 2.2.3.1 Provides a simple method to quickly activate fire, rescue, EMS, and specialized personnel and equipment.
 - 2.2.3.2 Provides an interface between MABAS WI and the WERP.
 - 2.2.3.3 Complements other emergency management plans at the local and state level.
 - 2.2.3.4 Does not diminish or replace local command and control of an incident or the initial response of MABAS WI resources.
- 2.2.4 The Wisconsin Fire Service Emergency Response Plan is activated through a request to the WEM DO system. Information the WEM DO or SDO will require can be found in the DO's Incident Assessment Checklist, as well as in of the Wisconsin Fire Service Emergency Response Plan.

2.3 ESF 4 Mobilization Triggers

- 2.3.1 ESF 4 may be activated when:
 - 2.3.1.1 A local jurisdiction requests fire service resources beyond those available locally or through existing mutual aid agreements due to a specific incident.
 - 2.3.1.2 The fire service resources within an area of the state are drawn down to a point where they may be overwhelmed should a large incident occur.
 - 2.3.1.3 A larger incident or disaster creates a fire danger that locally available resources may not be able to control.



2.3.1.4 In the judgment of the responsible local officials, additional fire service resources beyond those available locally or through existing mutual aid agreements are required.

2.3.2 ESF 4 may be activated by:

2.3.2.1 The adjutant general

2.3.2.2 The WEM administrator, WEM FSC, WEM DO, or SDO

2.3.2.3 The SEOC Manager when the SEOC is at Level 3 or above

2.3.2.4 A county emergency management director or WEM regional director

2.3.2.5 DNR

2.4 Organization

2.4.1 The ESF 4 coordinator is:

2.4.1.1 When the SEOC is at Level 5 or Level 4, the WEM FSC or the WEM DO or SDO.

2.4.1.2 When the SEOC is at Level 3 or above, the WEM FSC or the ESF 4 representative in the SEOC.

2.5 ESF Activities - Municipal Firefighting

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those activities that are unique to ESF 4 – Municipal Firefighting and it is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Respond to and suppress hostile fires. • Prioritize the deployment of resources for fire suppression. • Utilize ICS for command and control of all emergency response resources at emergency scenes. • Assess the need for and acquisition of resources beyond those immediately available. • Establish and maintain contact with the WEM FSC: <ul style="list-style-type: none"> ○ Request additional resources through MABAS WI. ○ Provide updated incident status information to maintain situational awareness. ○ Provide information on damage, fatalities, injuries, evacuated facilities and persons, shelter information, and other information pertinent to the incident. 	Local



Action Item	Agency
<p>Warning and Communications Officer:</p> <ul style="list-style-type: none"> • Provide interoperable communications capabilities and equipment 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 (RACES) and other sources. ○ Satellite telephone equipment. • When requested, provide and operate mobile command and control centers. <p>Emergency Police Services (EPS) Deputy Director:</p> <ul style="list-style-type: none"> • Coordinate incident-related law enforcement resource requests through the Area EPS Directors: <ul style="list-style-type: none"> ○ Act as point of contact for regional or statewide mutual aid law enforcement resources. ○ Assist in coordinating local law enforcement response, as requested. ○ Coordinate with the affected county(ies) for dispatching EPS resources. • Participate in state, county, tribal, or local EOCs as requested. • When requested, coordinate assistance from other law enforcement agencies including: <ul style="list-style-type: none"> ○ DNR law enforcement section. ○ Other state’s law enforcement agencies through interstate mutual aid agreements. ○ WING through the JOC. ○ Federal law enforcement agencies through EMAC. • Coordinate with ESF 13 and ESF 1 for security of evacuation routes. • Assist and provide security for SAR units DNR, WisDOT/WSP, Wing CAP, urban search and rescue (USAR), and federal assets in accordance with ESF 9. <p>WEM FSC:</p> <ul style="list-style-type: none"> • Act as the point of contact for MABAS WI to ESF 4 via the WEM DO system or the SEOC, as appropriate. • Coordinate with ESF 13 through the WEM Deputy EPS Director. • Coordinate with ESF 9 for SAR resources. 	<p>DMA/WEM</p>

Table 3: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Prepare and process time and expense records for ESF 4 entities. 	<p>All Supporting Agencies Private Sector</p>
<ul style="list-style-type: none"> • Conduct fire origin and cause investigations for all fatal fires or fires with \$1,000,000 in losses. • Upon request, assist with fire origin and cause investigation for fires not meeting the above thresholds. 	<p>WI DOJ/DCI</p>
<ul style="list-style-type: none"> • Conduct fire origin and cause investigation(s). 	<p>Local</p>
<ul style="list-style-type: none"> • Inventory, repair, and replace equipment used in the incident response phase. 	<p>Owning Agencies</p>
<ul style="list-style-type: none"> • Coordinate with ESF 14 for long-term incident recovery activities. 	<p>SEOC</p>



3. Concept of Operations – Wildland Forest Firefighting

3.1 General

- 3.1.1 The DNR is vested with power, authority and jurisdiction in all matters relating to the prevention, detection, and suppression of forest fires outside the limits of villages and cities in the State of Wisconsin.
- 3.1.2 Management of DNR fire suppression resources is coordinated through the DNR district forestry leadership with direction and oversight from the DNR Command Center.
- 3.1.2.1 When the DNR Command Center is activated, it assumes command of all DNR fire control resources to provide for continued statewide fire protection through aggressive initial attack while supporting the on-going event(s). The DNR Command Center also provides broad policy, coordination, and logistical support to affected agencies and personnel.
- 3.1.2.2 Responsibility for fire assessment and resource requirements lies with the DNR Incident Commander in coordination with the district forestry leadership. The DNR Command Center may be activated upon request from a district or when statewide fire conditions and fire occurrence are elevated.
- 3.1.2.1 The District Forestry Leader submits equipment and personnel resource requests to the DNR Command Center
- (1) In cases where multiple significant wildland fires are occurring simultaneously, the DNR Command Center prioritizes resource allocations based on:
 - (A) Life safety considerations to responders and the general public.
 - (B) Property protection and conservation.
 - (C) Natural resources protection and conservation.
 - (2) The DNR Command Center coordinates filling equipment and personnel resource requests from within Wisconsin. When required resources are not available in-state, the DNR Command Center requests resources through the Great Lakes Forest Fire Compact or through the Eastern Area Coordination Center, as needed.

3.2 Organization

- 3.2.1 The DNR is organized into three forestry administrative districts. Each administrative district has one incident management team (IMT). Within this district system, the Forestry Division has seven areas identified within the organized fire protection areas of Wisconsin where the DNR has initial attack responsibilities for wildland fires. Within each of these seven areas, the DNR Forestry Division has the following wildland firefighting resources:



- 3.2.1.1 An Area Forestry Leader (Incident Commander Type 3 minimum qualification).
 - 3.2.1.2 Dispatch center.
 - 3.2.1.3 Wildland fire suppression equipment (e.g. engines, tractor-plows, low ground units, etc.).
 - 3.2.1.4 Wildland firefighting equipment cache, including personal protective equipment (PPE), suppression equipment, and support equipment for one 20-person hand crew.
 - 3.2.1.5 Forest Rangers for operational IMT roles, fire investigation, and law enforcement activities pertaining to wildland fire situations
- 3.2.2 All areas outside the organized fire protection areas are considered the cooperative area. Within the cooperative area, the local affected municipality can request the DNR to assume command of a wildland fire after the expenditure of \$3000 in suppression activities.
- 3.2.2.1 Should it become necessary, due to the size, scope, or magnitude of the incident, to transfer command to a DNR IMT, a written "Delegation of Authority" must be provided specifying the authority being granted to the DNR IMT by the local municipality.

3.3 ESF Activities – Wildland Forest Fighting

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those activities that are unique to ESF 4 – Wildland Forest Fighting and it is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.



Table 4: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Identify persons at risk from fire, smoke, and heat, both immediately and in the future. • Issue evacuation advisories. <ul style="list-style-type: none"> ○ Coordinate with ESF 15 for public communications. • Coordinate with ESF 6 to establish reception centers and shelters. • Deny entry to areas immediately threatened by fire. <ul style="list-style-type: none"> ○ Coordinate with ESF 13 to establish roadblocks, checkpoints, and other means to control entry to endangered areas. ○ Coordinate with ESF 15 for public communications. • Determine the necessary response resources and availability. • Prioritize and coordinate the acquisition and deployment of ESF 4 resources for fire suppression. • Coordinate with ESF 2 for the utilization of common communications equipment, radio frequencies, and infrastructure. • Assess the need for and obtain logistical and other support, as required. • Provide staff to the SEOC to coordinate ESF 4 activities, as needed. • Generate information to be included in SEOC briefings, situation reports, and incident action plans. • Compile damage information obtained from local and county emergency management directors and other municipal and state agencies for wildland fires and report that information through ESF 5. 	<p>Incident Commander</p>

Table 5: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Conduct fire origin and cause investigations for all fatal fires or fires with \$1,000,000 in losses. • Assist with fire origin and cause investigations for fires not meeting the above thresholds, as requested. 	<p>WI DOJ/DCI</p>
<ul style="list-style-type: none"> • Inventory, repair, or replace equipment used during firefighting activities. • Prepare and process reports using established procedures for after-action reporting. • Generate information to be included in SEOC briefings, situation reports, and incident action plans. • Maintain appropriate records of work schedules and financial cost records incurred by ESF 4 agencies. 	<p>DNR</p>

4. Supporting Documents

4.1 Attachments

4.1.1 Mutual Aid Box Alarm System – Wisconsin (MABAS WI)

4.1.2 Delegation of Authority

4.2 Agency-Specific Plans and Procedures

4.2.1 Wisconsin Fire Service Emergency Response Plan, June 2009



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- 4.2.2 MABAS Wisconsin Policies, Procedures, & Guidelines, January 2017, see website at <http://www.mabaswisconsin.org>
- 4.2.3 National Response Framework ESF 4



Table 6: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
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Emergency Management

ESF 5



Wisconsin Emergency Response Plan
Emergency Management

ESF 5

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Emergency Management

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Table 1-1: Coordinating and Support Agencies

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

1. Introduction

1.1. Purpose

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

1.2. Scope

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

- 1.2.1 Collection, analysis, and distribution of intelligence about potential or actual emergencies.
- 1.2.2 Coordination of state personnel, resources, and tasking in support of local and county and tribal emergency response.
- 1.2.3 Support and coordination of statewide mutual aid agreements under Wisconsin Statutes §§ 66.0312, 66.03125, 66.0313, and 66.0314 and interstate requests through the Emergency Management Assistance Compact (EMAC) under § 323.80 as well as Canadian province requests through the State and Province Emergency Management Assistance Compact (NEMAC) under § 323.81.
- 1.2.4 Coordination, processing, and monitoring of all requests for federal assistance for the state, counties and tribes through FEMA Region V.

1.3. Policies

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



- 1.3.2 ESF 5 engages all local, county, tribal, federal, volunteer agencies, and private sector partners at the SEOC, or other state coordination centers, in incident action planning.
- 1.3.3 ESF 5 serves as the single point of coordination between FEMA, state agencies, tribal, county, and local EOCs, and incident commanders for:
 - 1.3.3.1. Situation reports
 - 1.3.3.2. Requests for assistance
 - 1.3.3.3. Keeping appropriate authorities and the public informed of the status of the incident.

2. Concept of Operations

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

2.1. General

- 2.1.1 SEOC Operations Manual
 - 2.1.1.1. An adjunct to this ESF is the SEOC Operations Manual to aid the operation of the SEOC including, but not limited to:
 - (1) Organization and staffing guidance
 - (2) Operational guidance
 - (3) Position checklists
- 2.1.2 SEOC Location
 - 2.1.2.1. Primary site
 - (1) Department of Military Affairs, Joint Forces Headquarters, Room A111, 2400 Wright Street, Madison, Wisconsin.
 - 2.1.2.2. Alternate site(s)
 - (1) Mobilization to an alternate SEOC is described in the DMA/WEM Continuity of Operations Plan (COOP).
 - (2) There are two alternate SEOC locations.
 - (A) Armed Forces Reserve Center, 6001 Manufacturers Drive, Madison, Wisconsin.
 - (B) Volk Field Air National Guard Base, Building 540, Camp Douglas, Wisconsin.



- 2.1.3 ESF 5 provides trained and experienced personnel for SEOC management staff and general staff.
 - 2.1.3.1. Management staff and general staff positions are further described in subsection 2.4 Organizational Systems.
- 2.1.4 WebEOC serves as the secure online incident management system through which all state emergency operations activities are managed.

2.2. Readiness Levels

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

2.2.1 Authority

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

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

- 2.2.2.1. Tornado warnings for multiple counties.
- 2.2.2.2. Winter storm or blizzard warning.
- 2.2.2.3. Prediction of heavy rate of snow fall.
- 2.2.2.4. Imminent threat of flash flooding.
- 2.2.2.5. Large evacuation.
- 2.2.2.6. Shelters opening in response to large evacuations.
- 2.2.2.7. Other severe weather factors such as:
 - (1) Number of counties affected.
 - (2) Population in the affected counties.
 - (3) Transportation and infrastructure affected.
 - (4) Ability of staff to respond to SEOC.
 - (5) Potential for extensive power outages.
 - (6) Timing of the weather incident (e.g. holiday travel, ongoing special events, etc.).
- 2.2.2.8. Incidents that cause significant disruption to community activities and affect public safety.
- 2.2.2.9. Closure of major portions of the interstate system.
- 2.2.2.10. Potential or actual impacts on critical infrastructure.



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

2.2.3 Readiness Levels

2.2.3.1. Level 5 (Steady State Operations)

(1) Description

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

(2) Staffing

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

(3) Activities

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

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

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

(D) The SEOC is not opened.

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

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

2.2.3.2. Level 4 (Enhanced Monitoring Operations)

(1) Description

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

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) Management Staff (partial)

SDO (as SEOC Manager) and DMA PAO

(B) General Staff (partial)

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

(C) Targeted agencies and ESFs, as needed.

(3) Activities

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



- (B) SEOC staff operate from remote locations in the WebEOC virtual environment. The SEOC is not opened.
- (C) SEOC staff maintains communication with affected jurisdiction(s) to maintain an enhanced level of situational awareness and to coordinate any resource requests.

(4) FEMA RRCC "Activation Level"

Generally aligns with the Enhanced Watch activation level.

2.2.3.3. Level 3 (Partial SEOC Operations)

(1) Description

Partial operation of the SEOC intended for:

- (A) Supporting smaller scale incidents where a jurisdiction requests state level support.
- (B) Actively monitoring severe weather conditions.

(2) Staffing

Anticipated staffing may include, but is not limited to:

(A) Management Staff (partial)

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

(B) General Staff (partial)

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

(C) Targeted agencies and ESFs, as needed.

(3) Activities

- (A) SEOC opened.
- (B) WebEOC incident board created and maintained.
- (C) SEOC staff maintains communication with affected jurisdiction(s) and coordinates requests for state level support.

(4) FEMA RRCC "Activation Level"

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

2.2.3.4. Level 2 (Expanded SEOC Operations)

(1) Description



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

(2) Staffing

Anticipated staffing may include, but is not limited to:

- (A) SEOC Management Staff (full)
- (B) General Staff (partial or full)
- (C) Targeted ESF activated as required by the incident.

(3) Activities

Same as Readiness Level 3 as well as:

- (A) Activated ESF support to affected jurisdictions.
- (B) Region Director(s) deployed to support county emergency manager(s).

(4) FEMA RRCC "Activation Level"

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

2.2.3.5. Level 1 (Full-Scale SEOC Operations)

(1) Description

Full-scale operation of the SEOC intended to support:

- (A) Complex incidents.
- (B) Incidents involving large areas of Wisconsin.
- (C) Incidents involving multiple jurisdictions requesting state level support.

(2) Staffing

Anticipated staffing may include, but is not limited to:

- (A) SEOC Policy Group.
- (B) SEOC Management Staff (full).
- (C) General Staff (full).
- (D) Activation of most or all ESFs as required by the incident.

(3) Activities

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

(4) FEMA RRCC "Activation Level"

Generally aligns with the Level 1 activation level.



2.3. Staffing Considerations

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

- 2.3.1 Direct the planning section to develop staffing rosters with shift changes every 12 hours. An example is 07:00 (7 a.m.) to 19:00 (7 p.m.) and 19:00 (7 p.m.) to 07:00 (7 a.m.)
- 2.3.2 Direct the logistics section to provide meals and refreshment for SEOC staff.
- 2.3.3 Request the WING to provide cots.

2.4. Organizational System

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

2.4.1 Management staff

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

2.4.1.1. SEOC policy group consisting of:

- (1) Governor
- (2) Adjutant general
- (3) WEM administrator
- (4) DMA General counsel

2.4.1.2. SEOC manager and deputy SEOC manager

- (1) Directs all SEOC operations; approves incident action plan; ensures that all functional activities within the SEOC are appropriately activated, staffed, and operating effectively.
- (2) Supervises additional management staff, including:
 - (A) Network operations
Maintains WebEOC, manages audio and visual equipment and presentations in the SEOC, and coordinates with ESF 2 for SEOC communications needs.
 - (B) EOC security
Controls access and provides 24-hour security to the SEOC.
 - (C) Public information (ESF 15)
Coordinates public information, including implementation of WI-DIAL, and public affairs activities between involved agencies; handles all



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

(D) EOC safety officer

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

2.4.2 General staff

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

2.4.2.1. Planning section

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

- (1) Situation unit.
- (2) Communications unit.
 - (A) IT support
 - (B) WebEOC support
- (3) Documentation unit.
 - (A) EOC runner
 - (B) Document handler
- (4) GIS/map unit.
- (5) Technical specialist unit.
 - (A) Weather specialist
- (6) Demobilization unit.

2.4.2.2. Operations section

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



- (1) Emergency services branch.
 - (A) ESF 4 Firefighting
 - (B) ESF 9 Search and Rescue
 - (C) ESF 10 Oil and Hazardous Materials
 - (D) ESF 13 Public Safety and Security
- (2) Human services branch.
 - (A) ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services
 - (B) ESF 8 Health and Medical Services
 - (C) ESF 11 Agriculture and Natural Resources
- (3) Infrastructure branch.
 - (A) ESF 3 Public Works and Engineering
 - (B) ESF 12 Energy
 - (C) ESF 1 Transportation

2.4.2.3. Logistics section (ESF 7)

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

- (1) The Logistics Section Chief
 - (A) Organizes the Logistics Section staff.
 - (B) Briefs the Logistics Section staff and assigns tasks.
 - (C) Participates in preparation of the Incident Action Plan (IAP).
 - (D) Reviews required resources against available resources and identifies resource gaps.
 - (E) Ensures coordination between the Logistics Section and the command and general staff.
- (2) As required by the incident, the Logistics Section Chief may activate one or more of the following positions:
- (3) Services branch
 - (A) Communications unit (ESF 2)



- (i) Assesses the need for and provides communications assets between the SEOC, the affected county(ies), tribes, and state agency staff operating in the field.
 - (ii) Prepares and implements the Incident Communications Plan (ICS 205).
 - (iii) As necessary, activate and serve as a liaison with WI ARES/RACES.
 - (iv) Determine the need for and procure additional communications assets.
 - (v) Provide technical information to the command and general staff.
- (B) Food service unit (ESF 11)
- (i) Determines food service requirements for SEOC and deployed staff.
 - (ii) Ensures that sufficient potable water and beverages are available.
 - (iii) As necessary, coordinates transportation of food and beverages.
 - (iv) Supervises food service contracts and agreements.
 - (v) Provides purchase documentation to the Finance Section.
- (C) Commodities unit (ESF 11)
- (4) Support branch.
- (A) Ground support (ESF 1)
- (i) Assesses the ground transportation requirements. Vehicles for transporting people and goods are available from DOA, WING, private sector bus and truck company partners, and rental agencies.
 - (ii) Supports deployed vehicles with fuel, routine servicing, and maintenance.
- (B) Supply unit
- (i) Assesses the need for and determines the type and amount of supplies and equipment required.
 - (ii) Coordinates with the Finance Section for purchasing authorities and restrictions.
 - (iii) Arranges receipt of supplies and equipment ordered.
 - (iv) Coordinates with the Facilities Unit for appropriate supply storage.
 - (v) Develops and implements safety and security needs for storage facilities.



(vi) Maintains an inventory of supplies and equipment deployed to the incident.

(vii) Re-services demobilized equipment and arranges for return to owning agencies.

(C) Facilities unit

(i) Assesses the need for and provides facilities needs for deployed resources.

(ii) Coordinates office, lodging, and storage space rental agreements.

(iii) Provides purchase and rental documentation to the Finance Section.

(D) Resource unit (ESF 7)

2.4.2.4. Finance section.

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

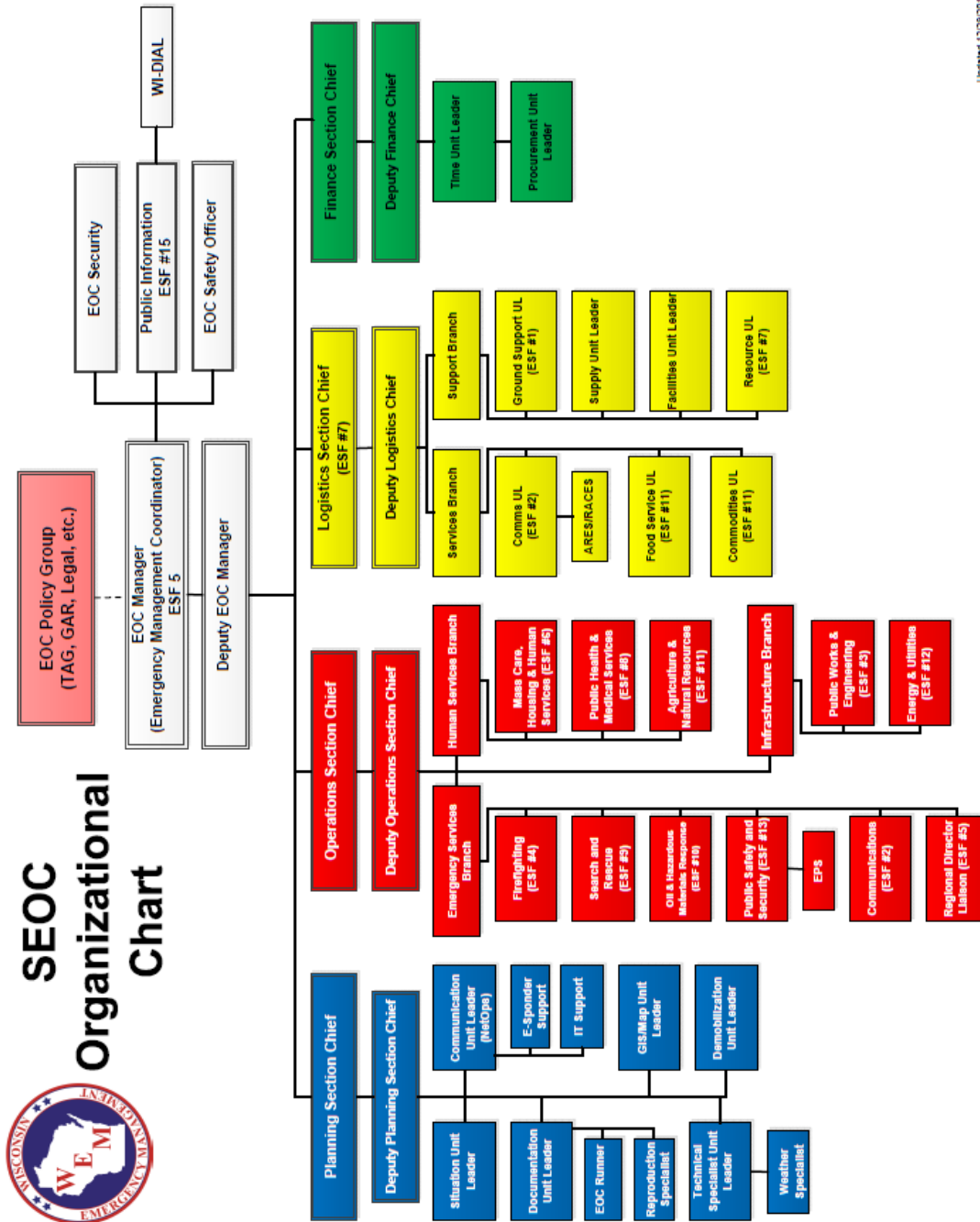
(1) Time unit.

(2) Procurement unit.

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



Figure 1: SEOC Organizational Chart



Updated 12/29/2014



2.5. State Disaster Declaration

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

- 2.5.1 The WEM administrator, in coordination with the SEOC manager, recommends to the adjutant general that the governor declare a state of emergency.
- 2.5.2 Upon receiving concurrence from the adjutant general, relevant disaster details are provided to the DMA general counsel or qualified SEOC staff, who draft a proposed executive order. Templates are provided on WebEOC. (Open the Advanced File Library board and navigate to SEOC > Governor's Declaration Templates)
- 2.5.3 Following a final review of the proposed executive order, the WEM administrator or DMA general counsel submits the draft executive order to the governor's deputy legal counsel, who obtains final authorization from the governor.
- 2.5.4 Upon execution by the governor, the governor's office transmits the executive order to the secretary of state for publication.

2.6. Presidential Disaster Declaration

- 2.6.1 Once the governor has declared a state of emergency, assessments may begin to determine whether the disaster has the potential to merit a presidential disaster declaration.
- 2.6.2 ESF 5 coordinates with FEMA Region V to assess state and local resource needs and identify specific requests for federal emergency management assistance.
- 2.6.3 Based on the preliminary damage assessment (PDA), the governor may request a presidential disaster declaration.
- 2.6.4 If the presidential disaster declaration is approved, the state coordinating officer (SCO) works with FEMA Region V to identify a suitable location for the joint field office (JFO).
- 2.6.5 FEMA appoints a federal coordinating officer (FCO) who has the authority to establish a JFO to administer the presidential disaster declaration.

2.7. Federal Support Organization

- 2.7.1 National Response Coordination Center (NRCC).
 - 2.7.1.1. Monitors potential or developing incidents.
 - 2.7.1.2. Issues alerts, notifications, and situation reports.
 - 2.7.1.3. Develops national-level plans.
 - 2.7.1.4. Supports federal regional and field operations.



- 2.7.2 FEMA Region V Regional Response Coordination Center (RRCC).
 - 2.7.2.1. Makes initial contact with the affected states.
 - 2.7.2.2. Determines initial response requirements and objectives for federal assistance.
 - 2.7.2.3. Coordinates operations and situational reporting until a JFO is established.
- 2.7.3 Joint Field Office.
 - 2.7.3.1. Once a presidential disaster declaration is approved, coordinates federal assistance in support of state, tribal, and local response efforts.
 - 2.7.3.2. Establishes joint plans with state and tribal response partners.
 - 2.7.3.3. Reports information to the RRCC and NRCC.
 - 2.7.3.4. Transitions operations back to the RRCC during demobilization.
- 2.7.4 Disaster Recovery Center (DRC)
 - 2.7.4.1. A satellite component of the JFO where survivors of a declared disaster can obtain information on disaster recovery assistance programs from various federal, state, tribal, local, and private organizations.

3. Agency Responsibilities

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



3.1. Lead Agency – Department of Military Affairs

Table 3-1: Lead Agency Functions by Phase

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



3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Common Responsibilities	<ul style="list-style-type: none"> • Support response activities as outlined in the Basic Plan, applicable ESFs, and SOPs. • Provide liaison to the SEOC, local and county EOC, tribal EOC, and incident command post, as necessary. • Coordinate the internal flow of information among incident response partners (e.g., field units, intergovernmental stakeholders). <ul style="list-style-type: none"> ○ Coordinate the flow of messages into and out of the activated ESF; provide direction and control for ESFs, and coordinate activities of each ESF with the activities of other ESFs. ○ Coordinate their ESF's contributions to the development of the incident action plan, briefings, and situation reports for each operational period identified. ○ Provide the SEOC manager with up-to-date reports on operational activities throughout response and update WebEOC for situational awareness. ○ Coordinate external flow of information with DMA PAO, JIC, and other agency public information officers.
Department of Administration	<ul style="list-style-type: none"> • Provide intelligence to the SEOC relative to cyber-attack(s). • Provide technological support to the SEOC. <ul style="list-style-type: none"> ○ Provide expedited problem resolution to state agency information technology networks and systems. ○ Coordinate state agency GIS professionals through the State Geographic Information Officer to support the SEOC's GIS needs. • Provide expedited procurement to support state agency disaster response activities, as needed. • Coordinate and provide direction on state personnel policies through the Department of Administration, Division of Personnel Management to support and facilitate directives to state employees relative to disasters.
Department of Agriculture, Trade and Consumer Protection	<ul style="list-style-type: none"> • Provide information to the SEOC relative to operations involving: <ul style="list-style-type: none"> ○ Animal diseases. ○ Plant diseases and pest infestations. ○ Land and water conservation issues. ○ Agrichemical releases. ○ Plant, food, milk, and dairy product contamination. ○ Shortages of food supplies. ○ Consumer protection. ○ Animal disaster response. ○ Above/underground petroleum storage tanks.



Agency	Functions
Department of Children and Families	<ul style="list-style-type: none">● Provide information to the SEOC relative to operations involving:<ul style="list-style-type: none">○ Support to populations with access and functional needs.○ Mass care.○ Human services.
Department of Health Services	<ul style="list-style-type: none">● Provide information to the SEOC relative to operations involving:<ul style="list-style-type: none">○ Support to populations with access and functional needs.○ Mass care.○ Human services.○ Public health laboratory testing.○ Epidemiological investigation and laboratory services.○ Isolation and quarantine/environmental health/vector control.○ Medical surge.○ Mass prophylaxis and treatment.○ Medical supplies management and distribution.○ Fatality management.
Department of Justice	<ul style="list-style-type: none">● Provide intelligence to the SEOC relative to:<ul style="list-style-type: none">○ Cyber-attack.○ Terrorist attack.
Department of Natural Resources	<ul style="list-style-type: none">● At the direction of the secretary's office or designee, the department's central office operations center may be activated to assist in coordinating response activities involving:<ul style="list-style-type: none">○ Forest fires.○ Hazardous substances releases.○ Law enforcement expanded authority requests.○ Debris removal and disposal.○ Drinking water protection.○ Waste water treatment facilities security.○ Air monitoring.○ Dam safety.○ Collection of samples for state laboratories.○ Monitoring animal diseases.● Provide information to the SEOC relative to the activities above.



Agency	Functions
Department of Transportation	<ul style="list-style-type: none"> • Provide information to the SEOC via statewide intelligent transportation system traffic surveillance. • Provide information to the SEOC on transportation infrastructure closures, obstruction, or damage. • Develop and provide to the SEOC priority detour plans on the State Highway System for the affected areas. • Coordinate with the Traffic Management Center on road closures via www.WI511.gov. • Coordinate with region maintenance staff, regional incident management coordinators, and county highway departments, as needed, when information is needed from these people actively engaged in emergency response at the affected areas. • Provide credentialing, as needed, for oversize/overweight vehicles to access the affected areas to assist with debris removal, repair of downed power lines, etc.
Department of Military Affairs: Wisconsin National Guard	<ul style="list-style-type: none"> • At the direction of the adjutant general, the joint operations center (JOC): <ul style="list-style-type: none"> ○ Controls all WING forces that are or may be activated. ○ Receives requests for civil support. ○ Manages information about the situation and status of WING units, and provides data to the SEOC. ○ Coordinates with U.S. Northern Command, Colorado Springs, CO for reception, staging, and movement of federal military forces, if the incident is of such a magnitude as to require them. • Questions or requests for assistance should be directed to the WEM DO at the 24-hour phone number (800)943-0003.

4. Supporting Documents

4.1. Federal Support

4.1.1 National Response Framework, Third Edition, June 2016

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



Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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18.			



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



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Table 1-1: Coordinating and Support Agencies

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

1. Introduction

1.1. Purpose

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

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

1.2. Scope

1.2.1. Support may vary depending on:

1.2.1.1 The magnitude and type of disaster

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

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

1.2.2. ESF 6 is divided into four primary functions.

1.2.2.1 Mass care



- (1) Sheltering
 - (A) Temporary congregate care of displaced residents in shelter sites.
 - (B) Assessment of overall capacity and capability of shelters to ensure sufficient resources to support both the general population and evacuees with access and functional needs or unique circumstances.
- (2) Feeding
 - (A) Fixed feeding sites, including shelter sites
 - (B) Mobile feeding units
 - (C) Bulk distribution sites
- (3) Distribution of emergency supplies
- (4) Distribution of emergency relief items through fixed sites, mobile units, and bulk distribution sites established within the affected area.

1.2.2.2 Emergency assistance

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

Individuals who have limitations that interfere with the receipt of and response to information.
 - (B) Maintaining health

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

Individuals who, in order to be independent in daily activities, need support.
 - (D) Safety, self-determination, and supervision

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

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



- (2) Coordination of voluntary organizations and unsolicited donations and management of unaffiliated volunteers
- (3) Note: For additional information on management of unsolicited donations and unaffiliated volunteers, see ESF 7 Resource Support, Attachment 1: Donations Management, and Attachment 2: Volunteer Management Plan.
- (4) Support to children and families impacted in disasters
- (5) Provision of animal care/handling services for evacuated household pets and service animals
- (6) Note: See ESF-11, Attachment 1, Animal Disaster Response Plan
- (7) Support may include rescue, transportation, care, shelter, and essential needs.
- (8) Support for service delivery sites including Multi-Agency Resource Centers (MARC), Reception Centers, and Family Assistance Centers (FAC).
- (9) Support for nonconventional shelters
 - (A) Hotels, motels, trains, ships, camps, and other single-room facilities.
 - (B) Specialized medical support shelters (under the direction of ESF 8).
 - (C) Other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers.
 - (D) Warming/cooling centers
- (10) Support to evacuations including registration and tracking of evacuees.
 - (A) Planning Assumption: The majority of an affected population will self-evacuate using personal transportation.
 - (B) Registration and tracking of evacuees, pets, and personal property will occur during government-assisted evacuations, such as evacuees with critical transportation needs (CTN).
 - (C) Note: See Wisconsin Emergency Response Plan (WERP) Mass Evacuation Annex for more information.
- (11) Coordination of reunification

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



1.2.2.3 Temporary housing

- (1) ESF 6 may include housing assistance such as:
- (2) Temporary roof repair: Quick repairs to damaged roofs on private homes, allowing residents to return to and remain in their own homes while performing permanent repairs.
- (3) Rental assistance: Financial assistance provided to displaced individuals and families to rent temporary accommodations.
- (4) Direct financial housing: Payments made directly to landlords on behalf of survivors.
- (5) Temporary accommodations in hotels/motels for individuals and families in transition from congregate shelters or other temporary situations, but unable to return to their pre-disaster dwelling.

1.2.2.4 Human services

- (1) Identification and support of people with access and functional needs (see glossary for definition) within the affected area.
- (2) Support of people to acquire government benefits where individual circumstances or program eligibility requirements may have changed due to a disaster, including but not limited to:
 - (A) Disaster Supplemental Nutrition Assistance Program (DSNAP)
 - (B) Replacement of FoodShare Wisconsin benefits
 - (C) National School Lunch Program (NSLP)
 - (D) School Breakfast Program (SBP)
 - (E) Disaster unemployment assistance (DUA)
 - (F) State and federal disaster assistance programs
- (3) Support acquiring non-governmental assistance (both directly with voluntary organizations and in coordination with the volunteer and donations management functions in ESF 7) including, but not limited to:
 - (A) Disaster case management
 - (B) Individual financial assistance
 - (C) Clean up, home repair, and initial rebuilding
 - (D) Temporary housing assistance
 - (E) Emergency medications and medical equipment
 - (F) Counseling and spiritual care



- (G) Child care
- (H) In-kind donations of disaster recovery supplies
- (I) Disaster legal services

1.3. Policies

- 1.3.1. WI DHS has the authority to plan for and respond to health disasters under:
 - 1.3.1.1 Emergency Management, Chapter 323 of the Wisconsin Statutes
 - 1.3.1.2 Emergency Volunteer Health Care Practitioners, Chapter 257 of the Wisconsin Statutes
 - 1.3.1.3 Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) (42 U.S.C. §§ 5121 et seq.
- 1.3.2. All supporting state agencies named in this ESF have the responsibility and authority to plan for and respond to disasters under Chapter 323 of the Wisconsin Statutes.
- 1.3.3. The American Red Cross is a co-lead for the mass care component of ESF 6 of the National Response Framework (NRF). In this role, the American Red Cross engages in a variety of activities to support states in their planning, coordinating, and executing of mass care programs and strategies.
 - 1.3.3.1 The American Red Cross provides disaster cycle services pursuant to its Bylaws and other internal policies and procedures as well as its Congressional Charter (USC 36 §300101-300111). In the Charter, Congress authorized the American Red Cross "to carry out a system of national and international relief in time of peace, and apply that system in mitigating the suffering caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry out measures for preventing those calamities."
- 1.3.4. DWD responsibilities and programs for survivors of disasters are governed by:
 - 1.3.4.1 The Disaster Unemployment Assistance (DUA) program is established by 42 U.S.C. § 5177.
 - 1.3.4.2 The U.S. Department of Labor regulations implementing the requirements of the Stafford Act are published in 20 CFR §§ 625.1 – 625.30.

2. Concept of Operations

2.1. General

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



- 2.1.1.2 Provide technical support.
- 2.1.1.3 Resolve service issues identified by local, county, or tribal responders by bringing in ESF 6 partner agencies that are equipped to provide support.
- 2.1.1.4 Coordinate with ESF 8 and appropriate non-governmental organizations in addressing the access and functional needs of individuals, children, and their families during a disaster.
- 2.1.1.5 Coordinate with ESF 7 to provide situational awareness of the need for and status of volunteer and donations management operations.
- 2.1.1.6 Coordinate with ESF 11 for the provision of care and shelter for pets/displaced animals.
- 2.1.2. In the rare event that Wisconsin hosts evacuees from another state, this ESF provides for full leadership of mass care, emergency assistance, housing, and human services operations. These roles and responsibilities are clarified in the Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations, an annex to the WERP.

2.2. Mobilization Triggers

- 2.2.1. Initial awareness of an emergency incident generally originates from one of two sources at the local level:
 - 2.2.1.1 Members of the public may directly seek support through the WEM Duty Officer (DO) system or the WI DHS Phone Answering Service. In those circumstances, the caller's information and concerns are referred directly to the appropriate local official (e.g., county emergency management director, local public health agency, or tribal health center).
 - 2.2.1.2 Local responders determine if there is a need for ESF 6 support. In these circumstances, they notify the local emergency management director who shall notify the following entities, as appropriate:
 - (1) WEM Duty Officer
 - (2) County-level human service authority
 - (3) Local public health agency
 - (4) Tribal health department
 - (5) American Red Cross
 - (6) The Salvation Army

2.3. Organization

When mobilized, ESF 6 serves in the human services branch of the operations section of the SEOC organization. However, ESF 6 staff can expect to be called upon to provide support in the planning,



logistics, finance, and administration sections as well. Responsibilities for these sections are outlined in ESF 5.

2.3.1. County human services authorities:

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

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

2.3.2. State organization

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

- (1) Provides support, technical assistance, and coordination assistance to the local, tribal, and regional emergency human services response.
- (2) Serves as advisor and consultant to the incident commander, the local/county/tribal EOC, public health, tribal health, and hospitals on matters related to the psychosocial needs and reactions of emergency response teams, survivors, family members, other people with access or functional needs, and the community.
- (3) Alerts supporting state agencies, as needed.
- (4) Alerts WI VOAD when SEOC elevation to Level 4 or higher has occurred; WI VOAD, in consultation with ESF 6 lead agency response personnel, notifies additional WI VOAD member organizations, as needed.
- (5) Initiates the formation of a needs assessment team in the early stages of the response to:
 - (A) Anticipate, project, categorize, and quantify response and recovery needs of survivors.
 - (B) Coordinate with ESF 7 in developing and maintaining situational awareness of the need for, and status of, volunteer and donations management operations.
 - (C) Coordinate with ESF 14 to identify and address unmet needs.

2.3.2.2 Department of Children and Families (DCF) directs state human services efforts in support of local, county, and tribal government in meeting the needs of children and families during and after a disaster and support post-disaster administration of DCF programs.

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



2.3.3. Federal support organization

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

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

- (1) This official(s) serves as the principal point(s) of contact with the Regional Response Coordination Center ESF 6 branch.
- (2) This official(s) is responsible for keeping WEM fully apprised of federal ESF 6 activities.

2.3.4. Nongovernmental Organizations

2.3.4.1 American Red Cross

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

- (1) Establishing and operating American Red Cross mass care sites and feeding (mobile and fixed) for disaster survivors.
- (2) Use of the National Shelter System for providing information about shelters open, on stand-by, and closed, with detail on population and capacity.
- (3) Coordinating the recruitment and assignment of American Red Cross personnel for mass care operations.
- (4) Coordinate American Red Cross mass care services with government, non-profit, and community partners.

2.3.4.2 The Salvation Army

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

- (1) Coordinating the Salvation Army mass care services with the other agencies including feeding (mobile and fixed), as well as emotional and spiritual care for disaster survivors, emergency workers, and volunteers.
- (2) Provide support services to Adventist Community Services in the event that a donations warehouse is established.

2.3.4.3 Adventist Community Services (ACS)

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



- (1) Per the MOU between the Wisconsin DMA/WEM and the ACS:
 - (A) Establish and operate a warehouse for receiving in-kind donations.
 - (B) Coordinate a process for the distribution of the in-kind donations.

2.3.4.4 Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)

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

- (1) Coordinate the activities of the WIVOAD member organizations during the initial response.
- (2) Provide support and guidance for the long term recovery process.

2.4. Levels of Mass Care Support

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

2.4.1. Wisconsin as an impacted state

2.4.1.1 Single-county response

- (1) County shelter plans provide for meeting the functional needs of residents in general populations shelters.
- (2) County plans quantify the number of evacuees the jurisdiction can reasonably shelter using their own resources for the first 72 hours of an evacuation.

2.4.1.2 Multi-county response

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

- (1) The number of the impacted county's evacuees exceeds the county's shelter capacity.
- (2) The county's infrastructure is damaged to the extent that its shelters are not useable.
- (3) The county's pre-identified shelters are too vulnerable to a hazardous situation to be activated.

2.4.1.3 Regional support

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

- (1) Incident management teams (IMTs)
- (2) Logistics support



- (3) Voluntary organization support
- (4) Public information support

2.4.2. Wisconsin as a host state

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

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

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

2.4.2.3 State costs must be reimbursable by FEMA.

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

- (1) Operations are conducted in accordance with the Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations, which is an Annex of this document.
- (2) WI DHS, the American Red Cross, and WEM will identify those counties that are willing to partner to accept evacuees from another state, identifying the number of evacuees each county would have the capacity to house.
- (3) WI DHS and WEM will develop MOUs with willing host county agencies that delineate county agencies' and voluntary organizations' roles in mass care operations.
- (4) Counties that do not host out-of-state evacuees should be prepared, on a regional basis, to support host counties.

2.4.3. Mega-shelters in Wisconsin

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

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

2.4.3.3 The Wisconsin Mass Care and Recovery Plan for State-to-State Evacuations provides a system by which unusually large numbers of evacuees can be more responsibly and humanely served in a number of smaller shelters distributed among counties and organizations that have volunteered to care for them.



3. Agency Responsibilities

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

Table 3-1: Lead Coordinating Agencies Functions

Agency	Functions
<p>Joint Responsibilities:</p> <p>Wisconsin Department of Health Services</p> <p>American Red Cross</p>	<p>Agencies as a whole</p> <p>General</p> <ul style="list-style-type: none"> • Provide overall leadership, coordination, assessment, and technical assistance in response to disasters relative to all ESF 6 functions. • Coordinate with local, county, tribal, and state government and with ESF 6 support agencies to identify and address the public’s unmet needs during and immediately following a disaster. • Coordinate the acquisition of alternative shelter or family assistance grants for survivors who cannot be housed in conventional mass care facilities. <p>Mass Care</p> <ul style="list-style-type: none"> • Coordinate with ESF 8 to support local, county, and tribal human services in meeting the medical needs of affected populations. • Coordinate bulk distribution of emergency relief items. • In coordination with supporting agencies, assess the necessity of initiating emergency feeding or food distribution programs, such as mobile and/or fixed feeding services, the release of USDA commodities, or transportation and distribution of bulk food supplies. <p>Emergency Assistance</p> <ul style="list-style-type: none"> • Assist local, county, and tribal human service agencies in planning for and acquiring sufficient personnel, supplies, equipment, and other resources for ESF 6 operations, including, but not limited to: <ul style="list-style-type: none"> ○ Resources for the general public ○ Resources for people with access and functional needs ○ Resources for infants and children ○ Resources for refugees ○ Resources for service animals • Coordinate with DATCP to ensure household pets are humanely cared for during an emergency. • Provide guidance on the management of service animals in general population shelters, as needed. • Collaborate with DCF and supporting agencies to create a centralized disaster welfare information system to facilitate family reunification efforts. • Coordinate with voluntary agencies to secure support for nonconventional shelter when affected populations cannot be housed in traditional shelters. <p>Housing</p> <ul style="list-style-type: none"> • Coordinate with WEM to identify and disseminate information on available, affordable housing, and housing programs.



Agency	Functions
	<p>Human Services</p> <ul style="list-style-type: none"> • Serve as a central resource point for acquiring technical assistance, support, personnel, and equipment from various agencies to assist local human service agencies during an emergency. • Coordinate and implement human service assistance programs from governmental and non-governmental sources following a state disaster and/or federal disaster declaration. • Facilitate and coordinate state, local, county, and tribal efforts to provide emotional support to residents and emergency workers, if needed.
Department of Health Services	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Direct state human services efforts in support of local, county, and tribal government. • Ensure that inspections of adult care facilities are conducted immediately following a disaster, as necessary. • Coordinate with DATCP to support environmental safety inspections of community shelter facilities. • Support public health inspections of affected housing prior to re-entry. • Coordinate the application for and provision of crisis counseling or disaster case management, if available.
American Red Cross	<p>Organization as a whole</p> <ul style="list-style-type: none"> • Provide mass care services such as sheltering, feeding, distribution of relief supplies, family reunification. • Provide health services to survivors supporting the replacement of medications and medical equipment. • Provide mental health and psychological first aid support to survivors, first responders, and disaster workforce. • Utilize the National Shelter System to track shelter data including shelter locations and population counts and share shelter data with partners. • Staff local and state EOCs. • Provide recovery casework and direct financial assistance.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Administration (DOA)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Coordinate with federal agencies to assess housing needs of vulnerable displaced residents.
Department of Agriculture, Trade and Consumer Protection (DATCP)	<p>Division of Animal Health State Veterinarian</p> <ul style="list-style-type: none"> • Ensure the availability of resources for the disaster. • Coordinate and provide information on the availability of resources from other states, the federal government, and non-governmental organizations. • Division of Food and Recreational Safety • Coordinate inspections for emergency feeding or food distribution operations and affected retail food establishments.



Agency	Functions
Department of Children & Families (DCF)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Facilitate the provision of emergency child care services. • Coordinate and support inspections of licensed daycare facilities immediately following a disaster. • Issue temporary licenses for temporary childcare facilities, as necessary. • Coordinate family reunification efforts with supporting governmental and non-governmental agencies • Direct state human services efforts in support of local, county, and tribal government in meeting the needs of children and families during a disaster, including: <ul style="list-style-type: none"> ○ Coordinate emergency child care. ○ Coordinate and support child reunification with family/caregivers. ○ Refer unaccompanied minors to local child welfare agencies. ○ Ensure that the needs of refugees are addressed.
Department of Public Instruction (DPI)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Coordinate with the American Red Cross to release USDA Foods in a presidentially-declared disaster: <ul style="list-style-type: none"> ○ For congregate feeding, release USDA Foods as long as available and needed. ○ For household feeding, release USDA Foods only with prior approval from the USDA and per extent and length of time as determined by the USDA. • Coordinate with the American Red Cross for release of USDA Foods in the absence of a presidential declaration, but when ESF 6 determines circumstances warrant USDA Foods distribution (defined in accordance with 7 CFR 250.7 as <i>Situations of Distress</i>): <ul style="list-style-type: none"> ○ For congregate feeding during a Situation of Distress involving a natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available. Release of USDA Foods to be a maximum of 30 days. ○ For congregate feeding during a Situation of Distress involving a non-natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available, with prior approval from USDA, and per extent and length of time as determined by USDA. ○ For household feeding during a Situation of Distress, release USDA Foods only with prior approval from USDA and per extent and length of time as determined by USDA.
Department of Safety & Professional Services (DSPS)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Assist in structural inspections of disaster-damaged buildings, when needed.
Department of Workforce Development (DWD)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Through Job Service Centers, county, and tribal partners, provide information and contacts for the following programs: <ul style="list-style-type: none"> ○ Worker’s compensation ○ Unemployment insurance ○ Anti-discrimination enforcement ○ Vocational rehabilitation for people with disabilities ○ Employment and training services



Agency	Functions
Department of Military Affairs (DMA)	<p>Wisconsin Emergency Management</p> <ul style="list-style-type: none"> • Coordinate state voluntary agency activities through support of WI VOAD activities. • Coordinate and implement human service assistance programs available following a state or presidential disaster declaration. • Support emergency human services assistance programs (e.g., congregate care, food coupons, commodities, and monetary assistance) available from governmental and non-governmental sources. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available, affordable housing, and housing programs.
Wisconsin Housing & Economic Development Authority (WHEDA)	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Provide funding support for shelter operations under specialized circumstances. • Coordinate with DOA and federal agencies to review multifamily and elderly affordable housing stock in the state to assess: <ul style="list-style-type: none"> ○ Damage to housing units ○ Potential displacement of vulnerable residents ○ Administer home buying and home improvement programs, as appropriate for disaster survivors.
Department of Military Affairs (DMA)	<p>Wisconsin National Guard</p> <p>Upon a state declaration of emergency and/or a validated request from state, county, local, or tribal agency provide pursuant to 321.39(1)(a):</p> <ul style="list-style-type: none"> • Support to evacuation, reception center, and mass care operations <ul style="list-style-type: none"> ○ Use of WING armories for shelter ○ Transportation support with buses or heavy trucks • Support to supply and commodity distribution • Limited power generation and communications support

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
Adventist Community Services (ACS)	<ul style="list-style-type: none"> • Organization as a whole • Establish and operate a warehouse for receiving in-kind donations. • Provide immediate distribution of supplies.
The Salvation Army (SA)	<p>Organization as a whole</p> <ul style="list-style-type: none"> • Provide hydration, meals, and snacks to survivors, emergency workers, and volunteers using mobile feeding units, as well as establishing fixed feeding sites. • Provide individual family assistance grants (i.e., vouchers for clothing, food, and other emergency needs) to meet the basic needs of survivors as determined by SA guidelines. • Distribute items needed by survivors (e.g., toiletry kits, clean-up kits). • Assist in establishing a distribution center for receiving in-kind donations and distributing them to the survivors of a disaster, as needed. • Provide emotional and spiritual counseling to survivors and others upon request and as needed. • Provide missing persons services.



Agency	Functions
Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)	Organization as a whole <ul style="list-style-type: none">• Provide coordination of disaster volunteer services. Attachment 1, WI Voluntary Organizations Active in Disaster Resources, summarizes the types of disaster volunteer services available.

4. Supporting Documents

4.1. Attachments

4.1.1. WI Voluntary Organizations Active in Disaster Resources

4.2. National Response Framework ESF 6



Table 4-1: Record of Change

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



Attachment 1

**Wisconsin Voluntary Organizations Active in Disaster
(WIVOAD)**

WIVOAD Resources



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1. WIVOAD

1.1 Website

<https://wivoad.org/>

1.2 WIVOAD Chair

Contact information:

John Stuhlmacher, WIVOAD Chair
310-640-8787 (office), 414-852-8720 (cell)
john.stuhlmacher@teamrubiconusa.org

1.2.1

1.3 Coordination

While there is no prohibition against emergency management directors contacting member organizations directly, Wisconsin Voluntary Organizations Active in Disaster (WIVOAD) encourages emergency managers to work with a single VOAD coordinator (either the state, a local VOAD chairperson or Regional VOAD coordinator) to reduce duplication of efforts and/or resource gaps.

2. WIVOAD Organizations

Organization	Contact	Roles and Services
United Way/2-1-1 Wisconsin	Charlene Mouille United Way Executive Director cmouille@unitedwaywi.org Megan Kenney 2-1-1 Director mkenney@unitedwaywi.org https://211wisconsin.communityos.org/	<ul style="list-style-type: none"> • Information and referral services to community resources • Support donation and volunteer management by directing callers to resources • Support crisis communication plans by providing reliable information to callers • Support planning by providing call reports to responders • Support communication plans by providing call reports
Adventist Community Services (ACS)	Alice Garrett WI. ACS DR Director agarrett@wi.adventist.org http://wi.adventist.org/article/44/ministries/adventist-community-services	<ul style="list-style-type: none"> • Emergency distribution of relief and recovery supplies • Warehouse operations • Community collection centers • Donations management consultants • Crisis care



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Organization	Contact	Roles and Services
American Red Cross Wisconsin Region	1-800-236-8680 Jenny Legaspi Disaster Program Manager Jenny.Legaspi@redcross.org Marytha Blanchard Regional Disaster Officer Marytha.Blanchard@redcross.org http://www.redcross.org/local/wisconsin	<ul style="list-style-type: none"> • Fixed/mobile feeding stations and shelter • Cleaning supplies, comfort kits, first aid, blood and blood products, food, and clothing • Emergency transportation, rent, home repairs, household items, and medical supplies • May provide additional support for unmet needs
Convoy of Hope	Ryan Bedford rbedford@convoyofhope.org https://www.convoyofhope.org/	<ul style="list-style-type: none"> • Disaster relief supplies • Support long-term recovery
Crisis Clean-Up	Aaron Titus Director aaron@crisiscleanup.org https://www.crisiscleanup.org/	<ul style="list-style-type: none"> • A collaborative disaster work order management platform that improves coordination, reduces duplication of efforts, improves efficiency, and improves volunteers' experience.
Feed the Children	John Ricketts John.ricketts@feedthechildren.org http://www.feedthechildren.org/	<ul style="list-style-type: none"> • Food, education initiatives, essentials, and disaster response as we help children and their families be independent and self-reliant.
Habitat for Humanity	Sara Kierzek Executive Director skierzek@habitatwisconsin.org https://www.habitat.org/	<ul style="list-style-type: none"> • Home building
International Orthodox Christian Charities (IOCC)	Dan Hoeft Dan.hoeft@outlook.com https://iocc.org/	<ul style="list-style-type: none"> • Clean-up teams • Home rebuild
Information Technology Disaster Resource Center (ITRDC)	Alan Young ayoung@itdrc.org https://itdrc.org	<ul style="list-style-type: none"> • Provides communities with the technical resources necessary to continue operations and begin recovery after a disaster. • No cost Information, Communications, and Technology (ICT) solutions that connect survivors and responders in crisis.
Knights of Columbus	Paul Lang pelang60@hotmail.com	<ul style="list-style-type: none"> • Assist with sandbagging • Clean-up teams • Support long-term recovery
The Church of Jesus Christ of Latter-day Saints (LDS)	Kent Miller KMiller8578@charter.net www.churchofjesuschrist.org	<ul style="list-style-type: none"> • Clean-up and muckout support • Clean-up kits
Lions Club ALERT Program	Joe Fischer Itciffisher@yahoo.com	<ul style="list-style-type: none"> • Financial assistance



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Organization	Contact	Roles and Services
Lutheran Social Service (LSS)	https://www.lsswis.org/LSS.htm	<ul style="list-style-type: none"> • Crisis counseling, support groups, mental health assistance, and pastoral care. • Disaster case management grants
Medical Reserve Corps (MRC)	John Longo Department of Health Services (WI DHS) John.longo@dhs.wisconsin.gov https://www.dhs.wisconsin.gov/preparedness/mrc/index.htm	<ul style="list-style-type: none"> • Volunteer medical and public health professionals such as physicians, nurses, pharmacists, dentists, veterinarians, and epidemiologists. • Community members- interpreters, chaplains, office workers, legal advisors, and others – can fill key support positions.
Menonite Disaster Services (MDS)	Darin Bontranger dbontranger@mds.mennonite.net https://mds.mennonite.net/	<ul style="list-style-type: none"> • Clean-up, repair, and rebuild support.
National Disaster Distress Helpline	Christian Burgess cburgess@mhaofnyc.org https://www.samhsa.gov/find-help/disaster-distress-helpline	<ul style="list-style-type: none"> • 24/7/365 crisis counseling and support to people experiencing emotional distress related to natural or human-caused disasters. • Toll-free, multilingual, and confidential crisis support service is available to all residents in the United States and its territories.
NECHAMA Jewish Response to Disaster	David Kaplan Director david@nechama.org https://nechama.org/	<ul style="list-style-type: none"> • Cleanup and recovery assistance to homes and communities affected by natural disaster.
Samaritan’s Purse	Leroy Wentz lwentz@samaritan.org https://www.samaritanspurse.org/	<ul style="list-style-type: none"> • Clean-up • Rebuild support
Second Harvest Food Bank of Southern Wisconsin/ Feeding America	Jeff Rubbelke jeffr@shfbmadison.org www.secondharvestmadison.org	<ul style="list-style-type: none"> • Collects, transports, warehouses, and distributes donated food and grocery products for other agencies involved in feeding operations and the distribution of relief supplies • Processes food products collected in food drives by communities wishing to help a disaster-impacted community
ServeWisconsin/ AmeriCorps	Ruhamah Bauman Ruhamah.bauman@wisconsin.gov https://www.servewisconsin.wi.gov/	<ul style="list-style-type: none"> • Network of national service programs. Members commit their time to address critical community needs like increasing academic achievement, mentoring youth, fighting poverty, sustaining national parks, preparing for disasters, and more.



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Organization	Contact	Roles and Services
Southern WI Baptist Association Disaster Relief	David Wedekind dwedekind@mwbc.org Jeanne Wedekind jwedekind@mwbc.org www.wisconsinbaptist.org	<ul style="list-style-type: none"> • Mobile feeding units • Disaster child care • Assists with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services
The Salvation Army	Terri Leece Terri_leece@usc.salvationarmy.org www.usc.salvationarmy.org	<ul style="list-style-type: none"> • Fixed feeding sites/mobile feeding and temporary shelter • Cleaning supplies, comfort kits, food, and clothing • Emergency transportation, rent, home repairs, household items, and medical supplies • Emotional and spiritual care, missing person services • May provide additional support for unmet needs
Team Rubicon	John Stuhlmacher john.stuhlmacher@teamrubiconusa.org https://teamrubiconusa.org/	<ul style="list-style-type: none"> • Debris management • Disaster assessment • Muck out • Incident management
Tzu Chi Foundation	Yu-Lien Chu yulienchu@hotmail.com https://tzuchi.us/	<ul style="list-style-type: none"> • Financial assistance • Relief supplies
United Methodist Committee on Relief (UMCOR)	Lynnette Jordan Lynnette.jordan0707@gmail.com www.umcor.org	<ul style="list-style-type: none"> • Provides grant funding for local United Methodist churches in response and recovery projects • Early Response Teams (ERTs) for clean-up assistance • Provides spiritual and emotional care to disaster survivors • Provides long-term care of children impacted by disaster
UW-Extension	Cheryl Skjolaas skjolaas@wisc.edu https://extension.wisc.edu/	<ul style="list-style-type: none"> • Provides technical assistance and resource referrals related to agricultural interests
WI Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Services (ARES/RACES)	Patrick Moretti Section Manager (SM) Ka1rb@arrl.org www.wi-aresraces.org	<ul style="list-style-type: none"> • Licensed volunteer amateur radio operators to augment and assist in public service and emergency communications



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Organization	Contact	Roles and Services
WI Council of Churches	Vacant www.wichurches.org	<ul style="list-style-type: none"> • Represents 13 Protestant and Orthodox denominations, over 2,000 congregations, and 1 million church members • Has the ability to communicate quickly with Wisconsin’s religious community about the needs of individuals and communities impacted by disasters • Occasionally acts as fiscal agent for faith-based disaster relief grants, both of church denominations and from individuals
World Renew	Pat & Rich Grasman richpatgrasman@comcast.net https://worldrenew.net/	<ul style="list-style-type: none"> • Services include clearing debris, assessing needs, training local leaders, and repairing and rebuilding damaged homes.
WEAVR	John Longo Department of Health Services John.longo@dhs.wisconsin.gov https://www.dhs.wisconsin.gov/preparedness/weavr/index.htm	<ul style="list-style-type: none"> • Volunteer registration system for health care and behavioral health professionals interested in filling critical response and recovery roles following a major public health emergency
Washington County COAD	Vacant www.volunteernow.net	<ul style="list-style-type: none"> • Volunteer management • Call center support • Long-term recovery support • Local emergency fund management support
Southeast Wisconsin COAD (Milwaukee & Waukesha counties)	Gail Goodchild ggoodchild@waukeshacounty.gov	<ul style="list-style-type: none"> • Liaison with WIVOAD during response and recovery • Support local recovery in their county/s



Regional VOADs

Regional VOADs	<p>Northwest Regional VOAD Region 1 HERC Aimee Nesseth coordinator@nwwiherc.org</p> <p>Northeast & East Central VOAD Operation Community Cares (OCC) William Nething willn@h4hwi.com</p> <p>West Central VOAD River 2 Ridge Disaster Resilience Jen Schmitz Jen.schmitz@r2rdr.org</p> <p>Southwest VOAD Winding Rivers UMC Deb Burkhalter Dburkhalter85@gmail.com</p> <p>Southeast VOAD Journey Disaster Response Team Jeff Berard jeff@journeydrt.com</p>	<ul style="list-style-type: none">• Work closely with WI VOAD, WEM Regional Directors, Serve Wisconsin, and other community partners to support existing local VOAD/COADs and develop VOAD/COADs in unrepresented communities.• Conduct research and outreach within their region to designate interested communities ready to develop VOAD/COADs.• Coordinate the development of VOAD/COADs by engaging stakeholders with outreach, resource sharing, and facilitating initial meetings.• Create and collate existing resources and best practices for VOAD/COADs.• Conduct a skills and resource assessment for existing and developing VOAD/COADs.• Assist with the coordination of trainings and exercises that includes the four phases of disaster: mitigation, preparedness, response, and recovery.• Create an extraordinary volunteer experience by encouraging VOAD/COADs to utilize the whole community approach to all hazard planning that fosters an inclusive environment maximizing the skills of unaffiliated/affiliated volunteers of all ages including cross-training between organizations.
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Resource Support

ESF 7



Wisconsin Emergency Response Plan
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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs (DMA)/Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs (DMA)/Wisconsin National Guard (WING) Other state, county, tribal, and municipal entities with deployable resources
Non-Governmental Support Organizations	American Red Cross The Salvation Army (SA) Wisconsin Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Service (WI ARES/RACES) Other WI Voluntary Organizations Active in Disaster (VOAD) and private sector entities with deployable resources
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA) General Services Administration (GSA)

1. Introduction

1.1. Purpose

This ESF provides insight and guidance for state resource¹ support of local, state, and tribal governments when requested for all-hazards response in Wisconsin or in other states but requiring the use of Wisconsin-based resources.

1.2. Scope

To provide resources to any incident exceeding or anticipated to exceed local, state, and tribal capabilities.

- 1.2.1. Intended to be scalable from single resource requests to complex logistics operations.
- 1.2.2. Describes how the state coordinates and manages resource support necessary to protect life, property, the environment, and cultural, and economic resources.
- 1.2.3. Establish procedures for reimbursement for eligible costs for mobilized resources.

¹ Within ESF 7 Resource Support the term “resources” refers to personnel, equipment, supplies, and services any or all of which may be required in the response or the short term recovery from an incident.



1.3. Policies

- 1.3.1. Local, state, tribal, federal, and private sector partners all have a critical role in resource support.
- 1.3.2. Incidents are managed at the lowest possible jurisdictional (i.e., town, village, city, county) level or at the tribal government level.
- 1.3.3. The Agency Having Jurisdiction (AHJ) is responsible for the management of the incident for the duration of the incident, unless preempted by state or federal jurisdictions, regardless of the incident type or complexity.
- 1.3.4. Local or tribal declarations of disaster or emergency may be in place, but are not required for deployment of resources. A small-scale or non-emergency incident may require specialized resources that are not available locally or through mutual aid and the ESF 7 Resource Support function can be implemented for those necessary resources.
- 1.3.5. The primarily state role is to locate and coordinate the deployment of resources in support of local, state, and tribal governments.
- 1.3.6. Resource support has to be planned and the plan must be maintained. All partners should conduct bi-annual review and continuous improvement of existing plans and programs.
- 1.3.7. Participating agencies should keep contact and resource information current and updated at least annually.
- 1.3.8. All incidents requesting resource support must be managed and operated using the National Incident Management System (NIMS), of which the Incident Command System (ICS) is the primary component.
- 1.3.9. ESF 7 is not a replacement for local and tribal response, mutual aid, or regional response plans. All political subdivision and federally recognized tribal nations of the state are encouraged to enter into formal local and regional mutual aid agreements and contracts with private sector vendors.

2. Concept of Operations

The following represents the concept of operations for state resource support to local units of government and tribal nations. This concept of operations is also applicable to state agencies, community response partners, interstate participants in the Emergency Management Assistance Compact (EMAC). Subsequently, WI is a member of the Northern Emergency Management Assistance Compact that serves both U.S. member states and Canadian member Provinces that may request emergency management assistance.



2.1. Mobilization

The local unit of government, tribal nation, or a community response partner identifies or anticipates a need for assistance that will not or cannot be met using local, tribal, or mutual aid resources.

Figure 2-1: Start the Process Early

START THE PROCESS EARLY

- ✓ *Note: Resources require time to deploy. Actual deployment time may be dependent on a number of factors including, but not limited to: time of day, time of year, and travel distances. Local and tribal governments are encouraged, to the greatest extent possible, to request state assistance or request information on state assistance as soon as possible.*

2.2. Local or Tribal Approval

Once a need has been identified or anticipated the respective local unit of government or tribal nation, leadership authorizes the request for state assistance. Authorized requestors are identified in Section 3.4 Authorized Requestors.

2.3. Mission Request

The local or tribal government is encouraged to communicate the identified or anticipated need for assistance as soon as possible. This includes Requests for Assistance (RFAs) and Requests for Information (RFIs).

Figure 2-2: Describe the Mission

DESCRIBE THE MISSION

- ✓ *Note: Requests should describe a need related to a specific mission or task. The duty officer (DO) or State Emergency Operations Center (SEOC) will work with the requestor and resource providers to identify available resources to meet the described need.*

2.4. Request Routing

RFAs and RFIs starting with a local requestor should be:

- 2.4.1. Forwarded to the county or tribal emergency manager or emergency operations center (EOC), if open, to fulfill the request.
- 2.4.2. The county or tribal emergency manager or local or tribal EOC, if open, coordinates with the appropriate WEM region director.
- 2.4.3. The WEM region director notifies the state. Typically this notification will be accomplished by contacting the:
 - 2.4.3.1. Wisconsin Duty Officer (DO) System, or
 - 2.4.3.2. State Emergency Operations Center (SEOC) operations section, if open, to fulfill the request.



- 2.4.4. If the WEM region director is not available, the county or tribal emergency manager may contact the DO system or the SEOC directly.
- 2.4.5. If the DO system or the SEOC receives a request directly from the local Incident Command Post or other authorized requester, they will take action on the request and notify the county or tribal emergency manager.

Figure 2-3: Communicate

COMMUNICATE

- ✓ *Note: Wisconsin uses WebEOC to log and track resource requests. All county and tribal emergency managers have access to this system to submit requests and these requests can be viewed WebEOC users. For urgent requests, in addition to using WebEOC it is important to communicate the urgency by calling the WEM region director, duty officer, or SEOC and confirming receipt.*

2.5. DO or SEOC

The DO or SEOC will work to identify a resource provider and coordinate the deployment of the resource in support of local, state, and tribal governments.

2.6. Demobilization

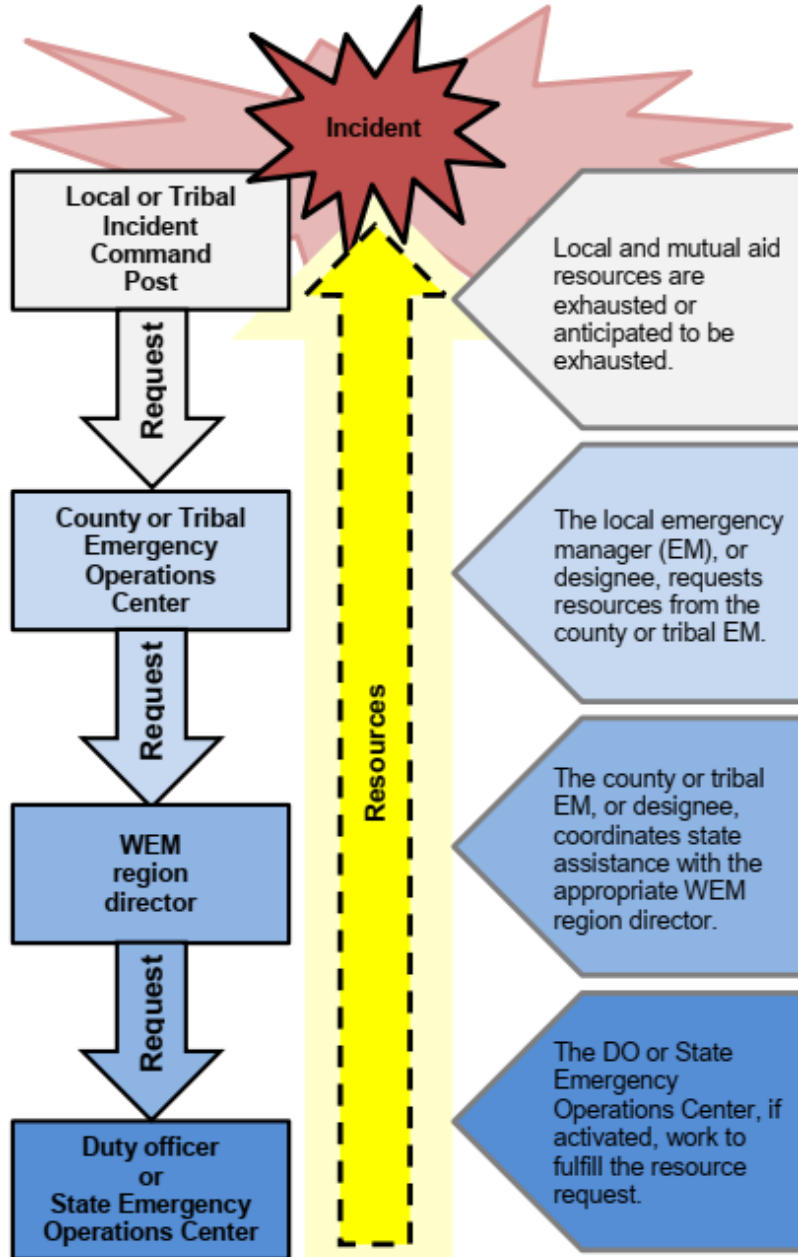
The requesting agency, in consultation with the DO or SEOC, is responsible for developing a demobilization plan for the deployed resource.

2.7. Demobilization and Reimbursement

The timely processing of reimbursement is a shared responsibility of the requesting agency, the state, and the resource provider.



Figure 2-4: Resource Support Concept





3. Requesting Agency

3.1. Request for Assistance (RFA) or Request for Information (RFI)

- 3.1.1. A request for assistance (RFA) or request for information (RFI) originates with the Incident Commander at the local Incident Command Post (ICP).
 - 3.1.1.1. A local or tribal Emergency Operations Center (EOC) may request support for EOC operations.
- 3.1.2. The AHJ incident commander is responsible for being fully aware of the extent and capacity of available resources.
- 3.1.3. When possible, the RFA and RFI are then forwarded to the AHJ Emergency Manager or Emergency Operations Center (EOC).

3.2. Local Emergency Manager or Emergency Operations Center (EOC)

- 3.2.1. The AHJ emergency manager or EOC responds and attempts to fulfill the request with available resources within their jurisdiction while maintaining a minimum response capability to address other incidents that may occur. This includes resources available through:
 - 3.2.1.1. Contract with private sector entities to make use of resources within that jurisdiction under the terms and conditions of that agreement.
 - 3.2.1.2. Local mutual aid agreements.
- 3.2.2. If the incident exceeds, or is anticipated to exceed, local capability, the emergency manager or EOC, if open, are encouraged to request assistance from their respective county or tribal nation.

3.3. County or Tribal Nation

- 3.3.1. The county or tribal emergency manager or county or tribal EOC, if open, will respond and attempt to fulfill the request with available resources within their jurisdiction while maintaining a minimum response capability to address other incidents that may occur. This includes resources available through:
 - 3.3.1.1. Contract with private sector entities to make use of resources within that jurisdictions under the terms and conditions of that agreement.
 - 3.3.1.2. County or tribal mutual aid agreements.
- 3.3.2. If the incident exceeds, or is anticipated to exceed, county or tribal capabilities the county or tribe may request assistance from the state.



3.4. Authorized Requestors

For local units of government and tribal nations the authority to request state assistance is vested in the following positions:

- 3.4.1. Local, county, or tribal emergency manager or designee².
- 3.4.2. County Sheriff or designee.
- 3.4.3. County Executive or designee.
- 3.4.4. Tribal Leader or designee.
- 3.4.5. Local Chief Elected Official or designee.
- 3.4.6. Incident Commander or designee.

3.5. State Agencies

State agencies may request state assistance in accordance with appropriate guidance provided in this ESF, the WEM DO Manual, and the SEOC Operations Manual.

3.6. Interstate and International

Those U.S. states and territories party to EMAC and those Canadian territories party to NEMAC may request state assistance in accordance with appropriate guidance provided in the ESF, those respective agreements, and the Wisconsin EMAC Operations Manual.

4. State Assistance

State assistance can be initiated by any authorized requestor through the DO system or the SEOC. The DO system or SEOC will assist any political subdivision at any time and initiate ESF 7 Resource Support functions as appropriate.

4.1. WEM Region Directors

County and tribal emergency managers or county or tribal EOCs, if open, are encouraged to coordinate requests for state assistance through their respective WEM region director.

- 4.1.1. The WEM region director will work with the requestor and provide notification of the request to the state. Typically this notification will be accomplished through the DO system or the SEOC, if elevated.

² In this context the term “designee” refers to an individual acting under a direct delegation of authority of the identified positions vested with authority to request state assistance.



- 4.1.2. If the WEM region director is not available, the county or tribal emergency manager may contact the state directly.
- 4.1.3. If the DO or the SEOC receives a request directly from the local ICP or other authorized requestor, they will take action on the request and notify the county or tribal emergency manager.

4.2. Duty Officer (DO) System

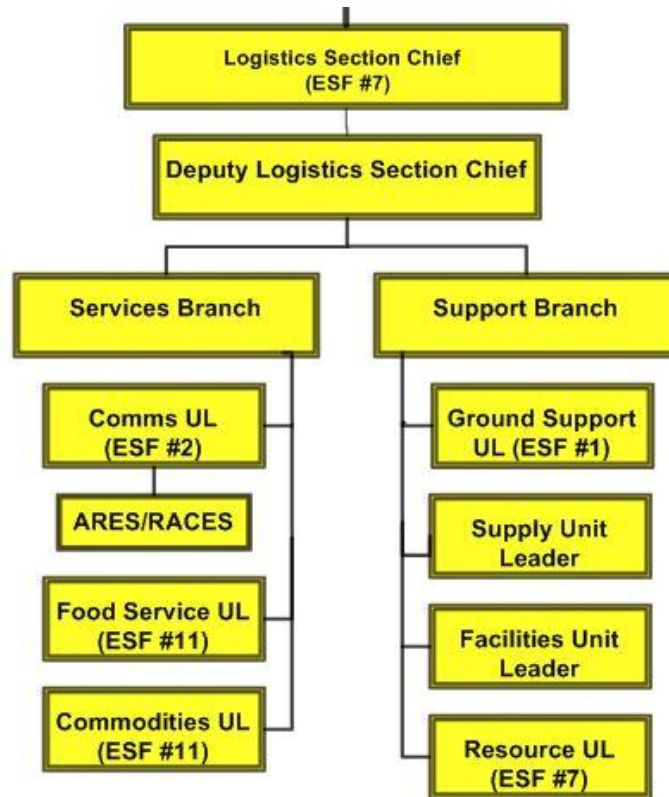
- 4.2.1. When the SEOC is at Readiness Level 5 (Steady State Operations), the DO system performs the ESF 7 Resource Support functions in accordance with the WEM DO Manual and other applicable policies and procedures.
- 4.2.2. The DO system uses the WebEOC WEM Duty Officer Log board for situational awareness and to document and track requests, fulfillment, deployment, and demobilization of resources.

4.3. SEOC Logistics Section

- 4.3.1. When the SEOC is at Readiness Level 4 (Enhanced Monitoring Operations) or higher the SEOC manager may staff a Logistic Section.
 - 4.3.1.1. When staffed, the Logistics Section Chief is responsible for ESF 7 in accordance with the SEOC Operations Manual and other applicable policies and procedures.
 - 4.3.1.2. Figure 4-1 SEOC Logistics Section Organization Chart depicts a suggested organization for the logistics section. Refer to ESF 5 Emergency Management for additional information on the SEOC Logistics Section.



Figure 4-1: SEOC Logistics Section Organization Chart



- 4.3.2. The SEOC uses WebEOC and an incident specific Resource Requests board to document and track the requests, fulfillment, deployment, and demobilization of resources.
 - 4.3.2.1. State, local, and tribal agencies participating in WebEOC may use the Resource Requests board to:
 - (1) Share information on deployable resources.
 - (2) Maintain situational awareness on the status of resources.
- 4.3.3. The SEOC will respond and attempt to fulfill the request with:
 - 4.3.3.1. Intrastate resources
 - 4.3.3.2. Private sector resources
- 4.3.4. If the incident exceeds, or is anticipated to exceed, state capabilities using intrastate and private sector resources, the state may request assistance to fulfill the request with:
 - 4.3.4.1. Interstate Resources
 - 4.3.4.2. International Resources
 - 4.3.4.3. Federal Resources



4.3.5. ESF Coordination

The logistics section will coordinate with the following as appropriate:

- 4.3.5.1. ESF 4 Firefighting and ESF 9 Search and Rescue for the management of firefighting and rescue resources.
- 4.3.5.2. ESF 6 Mass Care, Emergency Assistance, Housing and Human Services for the management of mass care and housing resources.
- 4.3.5.3. ESF 8 Health and Medical Services for the management of medical resources.
- 4.3.5.4. ESF 13 Public Safety for:
 - (1) Access to incident perimeter entry control points.
 - (2) Waivers to rules governing weight limitations, operating hours, and other regulations.

4.4. Logistics Support

The SEOC will provide logistic support as appropriate including, but not limited to, the following:

- 4.4.1. Identification of available state-owned supplies, supply vendors, and donated supplies.
- 4.4.2. Managing plans to ensure the prompt and efficient delivery of supplies including the pick-up, transportation, staging areas for intermediate storage, and delivery to points of distribution for end-users. Generally,
 - 4.4.2.1. If the state delivers supplies they will be shipped to a single location designated by the county or tribe.
 - 4.4.2.2. It will be the responsibility of the county or tribe to allocate and distribute to the end-user facility or agency. For additional guidance refer to Attachment 3 Point of Distribution Guidance.
- 4.4.3. Managing plans to ensure the transportation of personnel to deployed locations, eating and lodging facilities while deployed, and return to home station when demobilized.
- 4.4.4. Providing for communications services, administrative space, and other services for deployed resources.
- 4.4.5. Managing demobilization plans to ensure that deployed resources are returned to their pre-emergency state in an organized fashion.

4.5. Incident Management Teams (IMT)

- 4.5.1. The State maintains four Type III IMTs that can provide assistance to support local incident commanders.
 - 4.5.1.1. The teams consist of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement, and public health)



trained to perform the functions of the Command and General Staff in the Incident Command System.

- 4.5.1.2. These functions include Command, Operations, Planning, Logistics, and Administration/Finance, as well as Safety, Public Information, and Liaison.
- 4.5.1.3. Members of the initial responding departments often fill these functions; however, the size, complexity, or duration of an incident may indicate the need for an IMT to support them.
- 4.5.2. IMTs do not replace local emergency managers and incident commanders, but they assist under a Delegation of Authority Agreement.
 - 4.5.2.1. The purpose of the Delegation of Authority is for the IMT to manage the incident using objectives provided by the AHJ (i.e., legal command and incident decision authority).
 - 4.5.2.2. Control and management of the incident will be in accordance with prescribed instructions and limitations the AHJ establishes.

5. Resource Providers

The SEOC coordinates intrastate, private sector, interstate, international, and federal resource assistance in support of local, state, and tribal governments.

5.1. Intrastate

Intrastate resource requests are coordinated, as appropriate through:

- 5.1.1. Owing state agencies
- 5.1.2. Owing non-governmental organizations
- 5.1.3. Established in-state mutual aid agreements
- 5.1.4. The Wisconsin National Guard (WING)

Requests for WING assistance are governed by § 321.39, Wis. Stats., and the procedures specified in the WEM Duty Officer (DO) Manual.

5.2. Private Sector

Private sector resources, including non-governmental organization resources, are coordinated, as appropriate through:

- 5.2.1. The SEOC Finance Section and DOA for the purchase of resources under certain conditions.
 - 5.2.1.1. The SEOC maintains a list of vendors and contact information for some commodities. The appearance of a vendor on said list in no way constitutes an



endorsement of that vendor. This information can be requested by local and tribal units of government.

- 5.2.1.2. During a declared state of emergency, the Governor may prioritize emergency management contracts over other state contracts.
- 5.2.1.3. Many state contracts contain cooperative purchasing agreements that allow use of the contract by local jurisdictions for procurement. The SEOC will work with the local jurisdiction to identify and facilitate the use of these contracts upon request.
- 5.2.2. The Wisconsin Business Emergency Operations Center (BEOC) in accordance with the Wisconsin BEOC Operations Manual.
- 5.2.3. The Wisconsin Voluntary Organizations Active in Disasters (WI VOAD).
- 5.2.4. ESF 7, Attachment 1 Donations Management Plan for donated goods and services.
- 5.2.5. ESF 7, Attachment 2 Volunteer Management Plan for spontaneous volunteers.

5.3. Interstate or International

- 5.3.1. Interstate or international resource requests are coordinated, as appropriate, through:
 - 5.3.1.1. The Supplemental Interstate Agreement for Emergency Mutual Assistance between the State of Wisconsin and the State of Minnesota.
 - 5.3.1.2. The Emergency Management Assistance Compact (EMAC).
 - 5.3.1.3. State and Province Emergency Management Assistance Memorandum of Understanding (NEMAC).
- 5.3.2. The SEOC interfaces with EMAC and NEMAC in accordance with the State of Wisconsin EMAC Operations Manual.

5.4. Federal

Federal resource requests are coordinated, as appropriate, through:

- 5.4.1. FEMA Region V
 - For FEMA and other federal resources through the Stafford Act.
- 5.4.2. Other Federal Agencies
 - For other federal agency (e.g., HHS, USCG, etc.) through their own authorities.

5.5. Administrative Control

Resource providers retain administrative control of their deployed resources.



5.6. Personnel

Mobilized personnel must be:

- 5.6.1. Trained, qualified, and experienced in the positions for which they are mobilized.
- 5.6.2. Self-sufficient for the operational period needed by the AHJ.
- 5.6.3. Fully equipped with required personal protective equipment (PPE), safety equipment, and other supplies needed to perform the requested task, unless those supplies are being provided by the AHJ.
- 5.6.4. Physically conditioned and fit to perform the task assigned.

5.7. Apparatus, Vehicles, Equipment

- 5.7.1. Equipment should be properly maintained in a state of readiness for deployment.
- 5.7.2. Requesting agencies are responsible for proper use and maintenance of equipment in deployment status. Requesting agencies may be responsible for any repairs, cleaning, or replacement of parts or supplies necessary due to the deployment.
- 5.7.3. Units found to be unreliable or unsafe may be decommissioned by the incident commander at any time. Decommissioned units are not eligible for any payments until returned to service by the incident commander.

6. Resource Mobilization

The SEOC will provide resource mobilization support as appropriate including, but not limited to, the following:

6.1. Resource Reception Center (RRC)

The SEOC or WEM may establish and conduct RRC processes to receive, stage, prepare, and integrate response assets in support of an Area or Unified Incident Commander in the event of a regional disaster.

- 6.1.1. The RRC would likely be supported by an IMT.
- 6.1.2. Reverse RRC operations will be used to demobilize and return response personnel and their equipment back to their home station.

6.2. Points of Distribution

The SEOC or WEM may establish one or more points of distribution in support of local, state, and tribal governments. Refer to ESF 7, Attachment 3 Points of Distribution Guidance for additional information.



7. Demobilization

Planning for the demobilization of deployed resource support should begin as early as possible.

7.1. Planning

- 7.1.1. The AHJ incident commander is responsible for ensuring that a demobilization plan is developed and preferably distributed 24-hours prior to the first anticipated release.
- 7.1.2. The plan should involve personnel from all ICS functions in order to provide full resource accountability.

7.2. Process

To facilitate an orderly and cost effective demobilization process, an accurate and complete compilation of records of time, supplies, and equipment expended in handling an emergency incident is essential.

- 7.2.1. All mobilized personnel to be demobilized will complete the required forms and reports of their assigned position and will insure that their demobilization orders are validated by the AHJ Planning Section.
- 7.2.2. All mobilized resources to be demobilized will check-in with the AHJ logistics and finance sections. This is the time to communicate and sign-off on all emergency repairs on equipment. The AHJ Finance Section Chief must approve of these prior to demobilization.
- 7.2.3. All mobilized personnel to be demobilized will sign out of service and depart from the incident scene in an organized and responsible manner.
- 7.2.4. All resource provider supervisors will verify all personnel are accounted for, all equipment is properly accounted for, and all forms are properly completed and signed.
- 7.2.5. Demobilized resources will return directly to their home agency or other assignment.

8. After Action Review (AAR)

An AAR or debrief is used to assemble critical information and lessons learned for future reference and areas of improvement.

8.1. Requesting Agency

Requesting agencies are responsible for participating in or including WEM and other assisting agencies in facilitated AAR or debrief following large scale incidents.

8.2. Considerations

The AAR or debrief should consider, as appropriate, the following:



- 8.2.1. An assessment of hazardous materials encountered or involved, and a report of personnel exposure records.
- 8.2.2. An evaluation of personnel and confirmation status of any injuries or illness prior to release. This may include critical incident stress activities and follow-up personnel names and phone numbers for future critical incident stress debriefing.
- 8.2.3. A summary of activities of each section and strike team, task force, or other personnel and equipment, including topics for follow-up and positive reinforcement of their part in the incident.
- 8.2.4. Written performance evaluations establish a clear understanding of how well the incident was managed by personnel so that areas for improvements can be readily identified.

9. Reimbursement

There is generally no cost for requesting state-owned resources for emergency purposes; the cost of the deployment is borne by the state agency providing the resource. Under certain circumstances there may be a cost associated with deploying a resource. In these cases the SEOC or WEM will inform the requestor that there may be a cost.

9.1. Expectations for Reimbursement

- 9.1.1. Requesting agencies shall coordinate with the SEOC and WEM to request federal and state reimbursement, as appropriate.
- 9.1.2. Requesting agencies may be eligible for reimbursement of certain costs, but only under the following circumstances:
 - 9.1.2.1. If the State obtains a federal disaster declaration, certain costs may be eligible for reimbursement under federal disaster assistance funding. Reimbursement will be limited to that allowed under the FEMA Public Assistance Program and Policy Guide, and requires a cost-share.
 - 9.1.2.2. If there is no federal disaster declaration, depending on the expense and type of event, the local unit of government might be eligible for reimbursement, with a cost-share, through the Wisconsin Disaster Fund (WDF).
- 9.1.3. All reimbursement will be consistent with the state public assistance program (PA). Costs incurred are reimbursed at established rates, in the following order:
 - 9.1.3.1. Wisconsin National Guard equipment rates (for WING assistance)
 - 9.1.3.2. Local approved equipment rates (if adopted)
 - 9.1.3.3. County or Tribal approved equipment rates (if adopted)
 - 9.1.3.4. WI DOT equipment rates



9.1.3.5. FEMA Equipment Rate Schedule

- 9.1.4. In the absence of the above, the reimbursement relationship is between the ordering AHJ and the sending agencies or organizations.
- 9.1.5. Equipment rental sourced from units of government or the private sector shall be the responsibility of the AHJ.

9.2. Process for Seeking Reimbursement

The processes for seeking reimbursement are outlined in the following documents:

- 9.2.1. Federal assistance – Public Assistance Administrative Plan.
- 9.2.2. Wisconsin Disaster Fund – Wisconsin Disaster Fund Administrative Plan.
- 9.2.3. Damage Assessment Guide.
- 9.2.4. The WEM Recovery section can provide technical support and guidance to agencies seeking reimbursement from programs identified above.

9.3. Private Sector

- 9.3.1. The SEOC and WEM will follow all applicable state rules and guidelines in the procurement of goods and services during an emergency, and will consult with the Department of Administration, as appropriate.
- 9.3.2. The reimbursement rate for equipment supplied by the private sector vendors will be the equipment rental rates established in local, tribal, and state procurement contracts.

9.4. National Guard

- 9.4.1. Wisconsin National Guard assets can either be requested in a state-declared emergency or by coordination through WEM.
- 9.4.2. The reimbursement rate for equipment and personnel supplied by the Wisconsin National Guard is published by the Assistant Secretary of the Army for Financial Management & Comptroller (ASA FM&C). Reimbursement will be worked through DMA State Budget and Finance.

10. ESF Activities

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



Table 10-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Maintain adequately staffed and trained SEOC personnel in order to meet the operational needs of the incident. 	Local, state, tribal, federal, and private sector partners
<p>SEOC Readiness Level 5</p> <ul style="list-style-type: none"> • Ensure availability of DO system in order to meet the operational needs of the incident. 	DNR WEM WING JOC
<p>SEOC Readiness Level 4</p> <ul style="list-style-type: none"> • SEOC Manager may activate a Logistics Section Chief, as needed. <p>SEOC Readiness Level 3:</p> <ul style="list-style-type: none"> • SEOC Manager may activate a Logistics Section Chief and a Deputy Logistics Chief, as needed. <p>SEOC Readiness Level 2:</p> <ul style="list-style-type: none"> • SEOC Manager may activate a Logistics Section Chief and Deputy Logistics Chief, as needed. <p>SEOC Readiness Level 1:</p> <ul style="list-style-type: none"> • SEOC Manager may activate a Logistics Section Chief and Logistics Deputy Chief, as needed. 	WEM
<ul style="list-style-type: none"> • Maintain standard operating guidelines and procedures for state resources deployable through the duty officer system and the SEOC. • Maintain a state resource list that includes owner, contact information, location, NIMS Type and Kind, mobilization time, and a description of the resource. Ensure list is updated on an on-going basis and is reviewed for completeness and accuracy after each drill, exercise, or real event. • Provide training to local, state, tribal, and private sector partners on the state assistance process. • Maintain a system for documenting resource requests, tracking resource deployments, and sharing information during an incident. • Conduct a periodic analysis to identify and prioritize resource needs and shortfalls. This process will be completed using various methods, initiated by multiple programs. <ul style="list-style-type: none"> ○ Analysis of historical incident reports to identify commonly required resources. ○ The Comprehensive Response Group will analyze resources capabilities and shortfalls through its nine established subgroups. (WEM Policy 1006.3, Section III.B and III.D.2). ○ Resource needs will also be identified during after-action reviews of all drills, exercises, and real events. (WEM Policy 5008.0, Section C,3.b.4). ○ Once resource shortfalls are identified, they are prioritized by life safety, incident stabilization, and protection of property needs. 	WEM



Wisconsin Emergency Response Plan
Resource Support

ESF 7

Action Item	Agency
<ul style="list-style-type: none"> • Coordinate resource requests with resource providers based upon the mission objectives provided by the requesting agency, and prioritize requests, if necessary. • Maintain situational awareness and distribute regular situation reports on the status of deployed resources. 	SEOC Logistics
<ul style="list-style-type: none"> • Identification of existing state contracts, procedures for emergency purchases, and other funding sources in coordination with the Finance Section Chief and the Department of Administration (DOA). 	SEOC Logistics SEOC Finance DOA
<ul style="list-style-type: none"> • Communicating which resources are currently engaged in the incident and identifying what type of resource is being requested and anticipated assignment. The resource request should to meet a specific mission objectives. • Receiving deployed resource and making work assignments, as appropriate. • Submitting written or verbal status reports to the SEOC. 	Requesting Agency
<ul style="list-style-type: none"> • Pre-planning and inventory of personnel and resources. • Ensuring that personnel are properly trained and equipped, and equipment is properly maintained and ready for deployment. • Monitoring incident status to insure deployment readiness. • Maintaining procedures for proper mobilization, demobilization, and return of resources. • Advising the SEOC and WEM of any need for backfill of deployed resources. The SEOC and WEM will work to source the most appropriate available resource meeting the needs of the backfill request. • Maintaining workers' compensation and liability insurance coverage for those selected for deployment to another jurisdiction. • Briefing the requesting agency about what to expect, including all potential contingencies and a "worst case" scenario. • Maintaining detailed logs of personnel and other costs for possible reimbursement and provide the information to the SEOC and WEM, if requested. • Coordinating with the SEOC and WEM on all resource deployments and provide notification of mission changes to the SEOC and WEM for resource tracking. 	Resource Provider

Table 10-2: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Demobilize transportation assets and intermediate staging areas as the incident de-escalates toward normal conditions. 	WEM SEOC Logistics
<ul style="list-style-type: none"> • Continue supply and service support to deployed resources as the incident de-escalates toward normal. 	WEM SEOC Logistics
<ul style="list-style-type: none"> • Coordinate with the SEOC Logistics Section to demobilize and return personnel and durable supplies to normal operations. 	WEM SEOC Logistics Requesting Agency Resource Provider



11. Supporting Documents

11.1. Attachments

- 11.1.1. Donations Management Plan
- 11.1.2. Volunteer Management Plan
- 11.1.3. Points of Distribution Guidance

11.2. Directives

- 11.2.1. Chapter 323 of the Wisconsin Statutes
 - 11.2.1.1. Emergency Management Assistance Compact § 323.80 of the Wisconsin Statutes
 - 11.2.1.2. State and Province Emergency Management Assistance Compact § 323.81 of the Wisconsin Statutes

11.3. Reference Documents

- 11.3.1. BEOC Operations Manual
- 11.3.2. National Response Framework ESF 7



Wisconsin Emergency Response Plan
Resource Support

ESF 7

Table 11-1: Record of Change

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



Attachment 1

Donations Management Plan

***Donations Management
Plan***



Wisconsin Emergency Response Plan
Donations Management

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Attachment 1

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Table 1-1: Coordinating and Support Agencies

Primary Agency	Wisconsin Emergency Management (WEM)
Lead Coordinating Agency (Donated Goods)	Adventist Community Services (ACS)
Lead Coordinating Agency (Donated Money)	Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP)/Division of Food and Recreational Services (DFRS) Department of Children and Families (DCF) Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Public Instruction (DPI) Department of Transportation (WisDOT) Department of Workforce Development (DWD) Wisconsin National Guard (WING)
Non-Governmental Support Organizations	2-1-1 Wisconsin American Red Cross Feeding America Eastern Wisconsin Second Harvest Foodbank of Southern Wisconsin The Salvation Army (SA) United Methodist Committee on Relief (UMCOR)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

To outline a framework and process for supporting local jurisdictions in the effective coordination and distribution of donated goods and/or monetary donations that have not been previously designated to a specific agency when major disasters overwhelm local capabilities.

1.2 Scope

- 1.2.1 In general, any reference to donated goods or monetary donations in this plan refers to resources that donors (public and/or private sector) have not designated to a specific agency.
- 1.2.2 This attachment applies to those donations received for distribution directly to disaster survivors, and is not applicable to the delivery of goods to support the efforts of response workers.
- 1.2.3 This attachment does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of donations assistance directed to specific voluntary agencies.
- 1.2.4 WIVOAD agencies engaged in disaster response and recovery may co-locate office and warehouse space with the ACS at no cost, as is practicable.



1.3 Policies

1.3.1 Donated goods

- 1.3.1.1 The transportation of goods from donors to receiving organizations is the responsibility of the donor.
- 1.3.1.2 If a jurisdiction requests donated goods from public and private sectors, WEM may advise donors that the jurisdiction will accept only pre-sorted, clearly labeled, palletized, and shrink-wrapped donations with a predetermined transportation method and a pre-established need.
- 1.3.1.3 In the event of a catastrophic disaster that prompts a large influx of unsolicited donations, WEM may establish checkpoints to control the flow of goods into the response and recovery area.
- 1.3.1.4 The state donations management system may redirect unsolicited, undesignated donations that are unsuitable for use by any relief organization.
- 1.3.1.5 In the event donated goods remain at the time of warehouse closure, warehouse managers will make every effort to honor the intent of the donors by offering them to local non-governmental organizations (NGOs).

1.3.2 Monetary donations

- 1.3.2.1 All donations-related messaging will advise donors to send monetary donations to existing established and properly vetted voluntary organizations.
- 1.3.2.2 This plan will support jurisdictions that choose to establish local disaster funds provided they:
 - (1) Designate an established and properly vetted 501(c)(3) organization as fiscal agent for the fund, and
 - (2) Convene a local VOAD, long-term recovery committee, unmet needs committee, or similarly structured formalized group to:
 - (A) Establish guidelines and a distribution plan.
 - (B) Create a case management system through which to process distribution.
 - (C) Develop a timeline for fund distribution with a concrete plan for final distribution and closure of the fund.



2. Concept of Operations

2.1 General

When activated during disaster response and recovery, this attachment prompts the mobilization of a donations coordination team (DCT) to:

- 2.1.1 Assess the needs of local jurisdictions requiring support in managing donations from the public and the private sector.
- 2.1.2 Develop plans for meeting local donations management support needs.
- 2.1.3 Locate and dispatch resources to support local donations management.
- 2.1.4 Determine whether there will be a need for federal donations management support.

2.2 Mobilization

- 2.2.1 When one or more of the following triggers occur, the state emergency operations center (SEOC) manager directs the WEM Voluntary Agency Liaison (VAL) to activate the Wisconsin Donations Management Plan.
 - 2.2.1.1 SEOC staff anticipates the potential of large volumes of unsolicited donations because:
 - (1) People have evacuated from their homes.
 - (2) There is significant media coverage of the incident.
 - (3) There are inquiries from the public seeking information on how to help.
 - (4) There are donation offers coming from the public and/or private sector.
 - (A) There is evidence of community groups collecting donations.
 - (B) Donations are being “dumped” at random locations (e.g. fire stations, nonprofits, police stations, churches).
 - (5) Needs assessment forecasts a significant likelihood that there will be needs best met by solicited donations.
 - 2.2.1.2 A local emergency management agency has requested support.
 - 2.2.1.3 A member of the DCT recommends that the team convene.
- 2.2.2 The VAL, in coordination with the WI ACS Director (or designee), facilitates a meeting/conference call of the DCT to determine if there is a need for activation of state donations management resources.

2.3 Organization

- 2.3.1 DCT composition



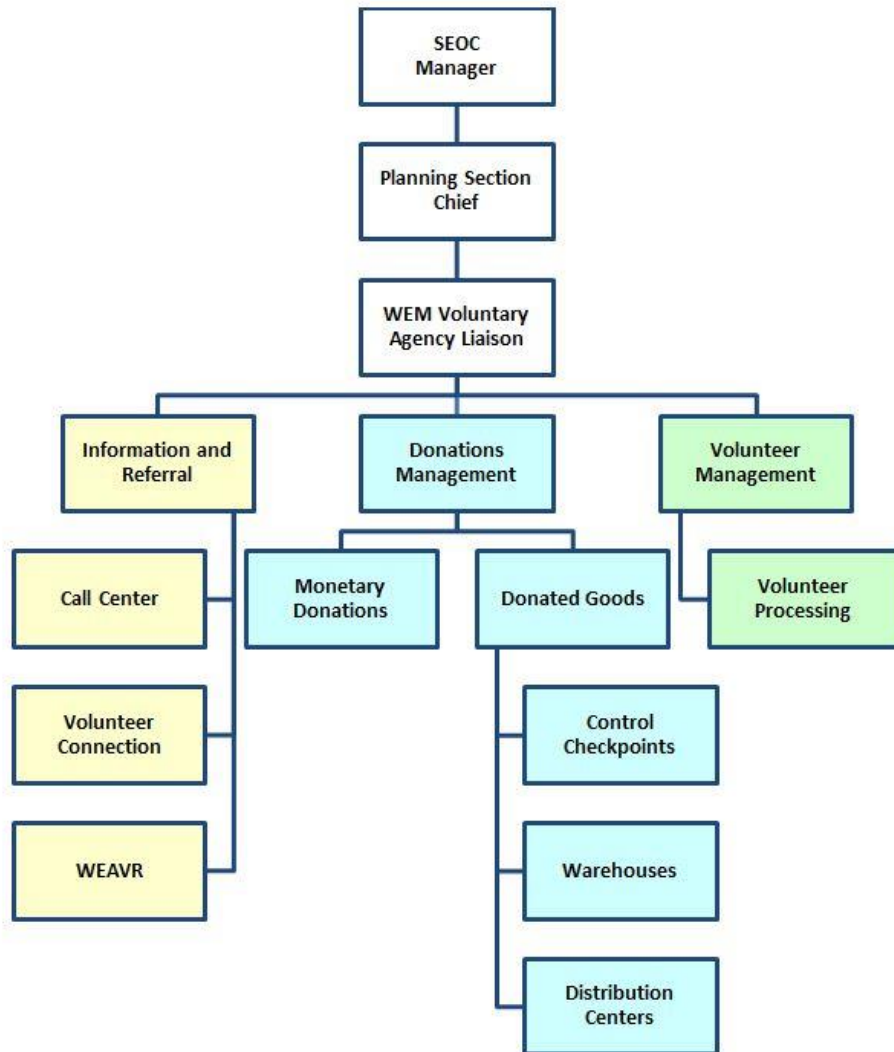
Wisconsin Emergency Response Plan
Donations Management

ESF 7
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- 2.3.1.1 WEM
 - 2.3.1.2 Adventist Community Services
 - 2.3.1.3 2-1-1 Wisconsin
 - 2.3.1.4 The American Red Cross
 - 2.3.1.5 ESF 15 representative
 - 2.3.1.6 SA
 - 2.3.1.7 WI DHS
 - 2.3.1.8 WIVOAD
 - 2.3.1.9 Local long-term recovery committee representative
 - 2.3.1.10 Other members, as needed
- 2.3.2 Donations and Volunteer Management
- The SEOC organizational chart for donations and volunteer management is depicted in Figure 2-1: Donations and Volunteer Organizational Chart.



Figure 2-1: Donations and Volunteer Organizational Chart



2.4 Donations Management System Components

2.4.1 Donations coordination team

- 2.4.1.1 Assesses the needs of the local donations management operation and provides scaled levels of assistance.
- 2.4.1.2 Coordinates closely with outreach workers in the disaster area to identify potential and actual unmet needs.
- 2.4.1.3 Provides a list of organizations accepting donations to the Public Information Officer (PIO).
- 2.4.1.4 Develops a strategy for disposing of unneeded received donations.



- 2.4.1.5 Standardizes and facilitates the delivery of all messaging related to donations management operations.
- 2.4.1.6 Coordinates through the WEM region directors and in conjunction with local officials to establish a location to receive and manage donated goods.
- 2.4.1.7 Coordinates with other disaster relief organizations to identify potential and actual unmet needs to avoid duplication of benefits.
- 2.4.1.8 Convenes in support of local donations management operations, as needed.
- 2.4.2 Wisconsin Disaster Information Assistance Line (WI DIAL)

The WI DIAL is a WEM-operated call center that can be activated for multiple purposes.

 - 2.4.2.1 Directs callers to the ReadyWisconsin homepage, which provides specific instructions for all types of donations.
 - 2.4.2.2 Discourages offers of items that are not needed.
 - 2.4.2.3 If WI DIAL is not activated, Wisconsin 2-1-1 may be able to provide assistance with information dissemination regarding donations.
- 2.4.3 Control checkpoints
 - 2.4.3.1 Physically inspect donations shipments to ensure that:
 - (1) Goods are actually needed in the relief/recovery effort.
 - (2) Goods are in usable condition.
 - 2.4.3.2 Direct shipments to designated warehouses/staging areas.
 - 2.4.3.3 Redirect shipments of unneeded or unusable goods as directed by the DCT.
- 2.4.4 Regional warehouses
 - 2.4.4.1 Receive, unload, sort, inventory, and package donated goods, as needed.
 - 2.4.4.2 Deploy donations to designated distribution centers.
- 2.4.5 Distribution centers
 - 2.4.5.1 Receive, sort, inventory, and package donated goods, as needed.
 - 2.4.5.2 Distribute goods to relief agencies.
 - 2.4.5.3 May distribute goods directly to individuals and families.
- 2.4.6 Incident management teams (IMTs)
 - 2.4.6.1 Provide support and services to the local incident command system (ICS) structure.



- 2.4.6.2 Initiate donations management operations in the event there is a delay in the activation/arrival of dedicated donations management organizations and personnel.
- 2.4.7 Wisconsin Recovery Task Force (WRTF) – Human Services Committee
 - 2.4.7.1 Initiates early and ongoing needs assessment and maintains exchange of such information with the DCT.
 - 2.4.7.2 Provides guidance and support to local long-term recovery task forces in developing equitable systems (case management) for distribution of donated goods and funds.
- 2.4.8 WIVOAD Long-Term Recovery Committee
 - 2.4.8.1 Provides guidance and support to counties/tribes in managed distribution of donated resources.
 - 2.4.8.2 Coordinates with the WIVOAD treasurer to monitor status of funds for which WIVOAD serves as fiscal agent.

2.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 7, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-1: Response Activities

Action Item	Agency
Public Information <ul style="list-style-type: none"> • Provide support with immediate public messaging: <ul style="list-style-type: none"> ○ To emphasize to the public that monetary contributions are the best way to assist in disaster response and recovery. ○ To provide a list of organizations accepting donations. • Coordinate immediately with the DMA webmaster to create a landing page on ReadyWisconsin to provide directions to prospective donors. • Provide support in making impacted residents aware of donations facilities, hours of operation, and the process for receiving goods. 	WEM
Needs Assessment <ul style="list-style-type: none"> • Provide support and guidance in early and ongoing assessment of housing and human services needs to drive decision-making and strategically anticipate the appropriate scale of donations management operations. • Based on the evident primary impacts of the disaster and in consultation with response partners, project the most probable areas of need. • Facilitate the integration of early phase needs assessment with the long-term recovery committee. 	WEM WIVOAD DCT



Action Item	Agency
<p>Monetary Fund Management</p> <ul style="list-style-type: none"> • If the jurisdiction elects to accept monetary donations directly, provide support and guidance in identifying an appropriate fiscal agent and system for receiving funds. • Provide support and guidance in developing policies and processes to collect and consolidate, account for, distribute, and record all monetary donations. 	<p>WEM WIVOAD DCT</p>
<p>Donated Goods Management</p> <ul style="list-style-type: none"> • Assist localities in finding and deploying IMTs to manage donations warehousing and distribution operations. • Ensure localities are tracking volunteer hours and donated resources for potential credit under FEMA Disaster Assistance Policy 9525.2 in the event of a presidential declaration. • Assist localities in acquiring facilities and logistical support for donations management operations, including identification of warehouses that have refrigeration capacity. • Provide support in establishing administrative procedures for soliciting, storing, registering/inventorying, transporting, distributing, and accounting for donated goods. • Provide support for inspection of donated food items. • Maintain contact with food banks to determine space availability for collection and storage of food items. • Provide support for distributing unneeded or leftover donated goods. • In multi-jurisdictional donations management operations: <ul style="list-style-type: none"> ○ Initiate state standard operating procedures (SOPs) as needed for: <ul style="list-style-type: none"> ▶ Control checkpoints ▶ Regional warehouses ○ Facilitate coordination among locally run warehouses and distribution centers. 	<p>WEM DATCP/DFRS WIVOAD DCT American Red Cross Salvation Army</p>
<p>Information and Referral</p> <ul style="list-style-type: none"> • Facilitate the mobilization of an existing referral organization such as Wisconsin 2-1-1 to refer or process donations-related inquiries. • Mobilize the Wisconsin Disaster Information Assistance Line (WI-DIAL), as needed. • Keep all information and referral organizations, including local human services organizations, provided with the most up-to-date information. 	<p>WEM DCT</p>



3. Agency Responsibilities

3.1 Primary Agency – Wisconsin Emergency Management

Table 3-1: Primary Agency Functions

Agency	Functions
Wisconsin Emergency Management	<p>Donations Coordinator The WEM VAL will fulfill the volunteer and donations coordinator responsibilities.</p> <ul style="list-style-type: none"> • Chair the DCT. • Represent the team in all SEOC coordination activities. <ul style="list-style-type: none"> ○ Communicate needs identified in the SEOC to the DCT for procurement. ○ Communicate policy decisions to the DCT. • Coordinate with ESF 15 regarding media releases about unsolicited goods and services. • Assist state and local officials in identifying needed and unneeded donations. • Serve as liaison to other affected local governments and to other state agencies in matters related to donations management. • Coordinate with WEM Community Preparedness Coordinator to engage the Business Emergency Operations Center (BEOC) network. • As necessary, coordinate with the SEOC manager and the operations section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate donations management facilities. • Coordinate with WI DIAL and 2-1-1 Wisconsin, as applicable, to provide them with the most current information for the public. • Communicate and coordinate with the FEMA donations coordinator. • Participate in all coordination meetings with FEMA VALs. • Consider requesting FEMA, Corporation for National and Community Service (CNCS), or Emergency Management Assistance Compact (EMAC) assistance if DCT demands become unmanageable with available staff. <p>Public Information Officer</p> <ul style="list-style-type: none"> • Develop and maintain pre-scripted press releases and public service announcements pertaining to donations management. • Provide an immediate ReadyWisconsin web message to direct prospective donors to the most appropriate methods of donating. • Coordinate the development and release of all information related to donations management, in conjunction with the affected local jurisdictions, the DCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate. • Serve as the primary state point of contact for the media on all matters pertaining to donations management.



3.2 Lead Coordinating Agency (Donated Goods) – Adventist Community Services

Table 3-2: Lead Coordinating Agency (Donated Goods) Functions

Agency	Functions
Adventist Community Services	<ul style="list-style-type: none"> • Serve as lead coordinating agency and subject matter expert on donations goods management for DCT. • When requested by the SEOC and agreed upon by ACS: <ul style="list-style-type: none"> ○ Execute donations management system to coordinate receipt, inventory, and distribution of in-kind donations. ○ Facilitate direction of donated offers to response agencies and/or the affected population. • Manage and oversee a multi-agency warehouse when requested by the SEOC to facilitate distribution of food, clothing, water, and other needed items. • Assist in developing procedures for managing unsolicited, undesignated donations received through the donations management system.

3.3 Lead Coordinating Agency (Donated Money) – Wisconsin Voluntary Organizations Active in Disaster

Table 3-3: Lead Coordinating Agency (Donated Money) Functions

Agency	Functions
WIVOAD	<ul style="list-style-type: none"> • Provide leadership in supporting jurisdictions that directly receive donated cash. • Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies. • Facilitate communication between the DCT and WIVOAD member agencies, including requests for assistance. • Provide help in acquiring volunteers. • Provide support to WI Long-Term Recovery Committee.

3.4 Wisconsin Governmental Support Agencies

Table 3-4: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	<ul style="list-style-type: none"> • Provide support in inspection of donated foods. • DFRS licenses all food warehouses and, if requested, could provide a list of licensed warehouses.
Department of Children and Families	<ul style="list-style-type: none"> • Provide support in disseminating information about the availability of donated goods in the disaster area.
Department of Corrections	<ul style="list-style-type: none"> • Provide labor, as needed.
Department of Health Services	<ul style="list-style-type: none"> • Provide support in disseminating information about the availability of donated goods in the disaster area. • Provide disaster case management and crisis counseling.



Agency	Functions
Department of Public Instruction	<ul style="list-style-type: none"> • Provide support in disseminating information about the availability of donated goods in the disaster area.
Department of Transportation	<ul style="list-style-type: none"> • Expedite, as appropriate, the routing of incoming loads of donated goods relative to: <ul style="list-style-type: none"> ○ Road closures ○ Load limits ○ Fee waivers • Provide support in establishing checkpoints for incoming loads of donated goods, as necessary. • Support direction of incoming loads of donated goods to staging areas/warehouses through: <ul style="list-style-type: none"> ○ Direct communication with haulers ○ Reader boards
Department of Workforce Development	<ul style="list-style-type: none"> • Provide coordination of the National Emergency Grants program to deliver staff to the disaster area, when appropriate.
Wisconsin National Guard	<ul style="list-style-type: none"> • Provide assistance with transportation of donated goods. • Provide security. • In qualified circumstances, provide short-term use of armories for management of donated goods.

3.5 Non-Governmental Support Agencies

Table 3-5: Non-Governmental Support Agencies Functions

Agency	Functions
2-1-1 Wisconsin	<ul style="list-style-type: none"> • When requested by the SEOC and agreed upon by 2-1-1 Wisconsin, establish and oversee a central phone number and call center to respond to inquiries concerning donations. • Swiftly communicate public messaging information received from WEM to all call centers to enable accurate and consistent messaging.
American Red Cross	<ul style="list-style-type: none"> • Provide support with the solicitation and distribution of goods.
Feeding America/Second Harvest	<ul style="list-style-type: none"> • Provide support in solicitation, receipt, inventory, and distribution of donated food and grocery products.
The Salvation Army	<ul style="list-style-type: none"> • Provide direct support to ACS. • Provide staff.
United Methodist Committee on Relief	<ul style="list-style-type: none"> • Facilitate delivery of selected donations. • Provide training in case management.

4. Supporting Documents

4.1 Appendices

- 4.1.1 Sample PIO and Executive Talking Points
- 4.1.2 Agreement between the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services for Managing Donated Goods in the Event of a Declared Disaster



4.2 References

- 4.2.1 NRF Volunteer and Donations Management Support Annex
- 4.2.2 FEMA Disaster Assistance Policy 9525.2, Donated Resources
- 4.2.3 WIVOAD Community Long-Term Recovery Guidance



Attachment 1

Donations Management Plan

Appendices



5. Appendix A. Sample Public Messaging and Executive Talking Points

5.1 Donations

- 5.1.1 PLEASE – DO NOT GO TO THE SCENE OF THE DISASTER.
- 5.1.2 Cash donations are best. Please give directly to the voluntary disaster relief organization of your choice.
- 5.1.3 Generally, cash donations are tax deductible.
- 5.1.4 The arrival of unexpected donated goods will interfere with the response efforts.
- 5.1.5 It is expensive and enormously labor-intensive for voluntary organizations to sort, inventory, warehouse, and distribute donated goods.
- 5.1.6 PLEASE – do not create a second disaster by donating items that are not needed.
- 5.1.7 WAIT – many times donations are not needed until later in the recovery phase of the disaster.
- 5.1.8 If you want to give, go to www.ready.wi.gov to find out how to give money or to see what items are needed; or call [*insert information and referral phone bank number*].



5.2 Cash Donations News Release

Date:

Time:

Contact Phone:

Fax:

CASH DONATIONS FOR DISASTER SURVIVORS BEST WAY TO HELP

Sample County, WI – The recent *[insert name of incident]* in *[insert location]* has many people around Wisconsin and the nation asking... how can I help? The best thing you can do is to make a cash donation instead of sending donated goods, according to *[insert name of official]*.

“Cash donations to voluntary disaster relief organizations allow them to buy exactly what is most needed to assist disaster survivors,” said *[insert name of official]*.

[Insert name of official] explained that the needs of the disaster survivors would change considerably from the early stages of the disaster into the weeks and months of disaster recovery. Cash donations allow disaster aid to focus on the areas of greatest need while avoiding surpluses of unneeded items.

For more information on how to support the disaster relief effort in *[insert location]* go to www.ready.wi.gov or call *[insert information and referral phone bank number]*.



5.3 Cash Donations Public Service Announcement (:15)

Date:

Time:

Contact Phone:

Contact Phone:

CASH IS BEST

Due to the recent [*insert name of incident*], the [*insert name of jurisdiction/organization*] is coordinating disaster relief efforts in [*insert location*]. At this time, the most pressing need is cash donations to help participating disaster relief organizations buy supplies of the items most urgently needed. If you would like to make a cash contribution, please go to www.ready.wi.gov or call [*insert information and referral phone bank number*].



5.4 Disaster Donations Public Service Announcement (:30)

Date:

Time:

Contact Phone:

Fax:

DISASTER DONATIONS

In the wake of *[insert name of incident]* many people want to know how they can help. *[Insert name of jurisdiction/organization]* encourages people to give cash donations to one of the voluntary organizations involved in the relief operation.

The *[insert name of jurisdiction/organization]* is helping to coordinate donations of money, goods, and services with agencies that are able to receive, store, and distribute donated items.

For more information on what and where to donate, please go to www.ready.wi.gov or call *[insert information and referral phone bank number]*.



6. Appendix B. Adventist Community Services Agreement

Agreement between the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services for Managing Donated Goods in the Event of a Declared Disaster

In an effort to provide support and stability to the community based voluntary agencies distributing donated goods, the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services enter into the following agreement.

1. Adventist Community Services will provide leadership and training for community based volunteers to coordinate the flow of incoming undesignated donated goods.
2. Adventist Community Services will provide management of a multi-agency warehouse and supervise local volunteers in receiving, sorting, packing, and inventorying donated goods.
3. Adventist Community Services will make all goods available to recognized local organizations carrying on a distribution program.
4. Adventist Community Services will supply, on request, a copy of the most current inventory to state or FEMA officials.
5. Adventist Community Services will turn over the overall operation to local volunteer organizations when they are able to assume and accept this responsibility.

The Wisconsin Department of Military Affairs, Division of Emergency Management will coordinate with other state agencies, local government agencies, as well as with other private relief agencies, to support the Adventist operation where donated resources cannot meet the need. That support may include, but not be limited to:

- Warehouse Space (50,000-100,000 square feet)
- Utilities and Phone Service (3 voice lines, 1 fax line)
- Computer and Printer (1 each)
- Copier and Fax (1 each)
- Tables (25 8-foot) and Chairs (20)
- Boxes (2,000 20"x20"x20" each) and Tape (100 rolls 50 yards each)
- Forklift (1) and Fuel
- Pallets (25) and Pallet Jack (1)
- Trucking (for delivery of goods to distribution centers)
- Cargo Van (1), Straight Trucks (2 24-foot), and Fuel
- Dumpster Service (6-9 cubic yards)


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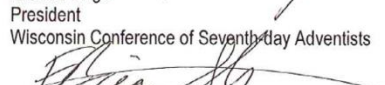
This agreement will become effective, as needed, based on a declaration of a disaster by the governor or by the president and may be terminated by either party with sufficient notice which will not cause hardship on the operation itself.

Signed this day Dec. 8th 2012 by:


 Brian Satula
 Administrator
 Wisconsin Department of Military Affairs
 Division of Emergency Management

Signed this day December 10, 2012 by:


 Michael Edge
 President
 Wisconsin Conference of Seventh-day Adventists


 Brian Stephan
 Treasurer
 Wisconsin Conference of Seventh-day Adventists



Attachment 2

Volunteer Management Plan

Volunteer Management Plan



Wisconsin Emergency Response Plan
Volunteer Management

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Wisconsin Emergency Response Plan
Volunteer Management

ESF 7
Attachment 2

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Table 1-1: Primary and Support Agencies

Primary Agency	Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs (DMA) Department of Natural Resources (DNR) Department of Workforce Development (DWD) Wisconsin National Guard (WING)
Non-Governmental Support Organizations	2-1-1 Wisconsin American Red Cross The Salvation Army (SA) Volunteer Wisconsin Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)
Federal Supporting Agencies	Corporation for National Community Service (CNCS), Wisconsin Field Office

1. Introduction

1.1 Purpose

To outline a framework and process for supporting local jurisdictions in receiving, preparing, deploying, and tracking volunteers when major emergencies or disasters overwhelm local capabilities.

1.2 Scope

- 1.2.1 This plan applies to both pre-registered and spontaneous volunteers who arrive to support local response and recovery efforts.
- 1.2.2 This plan applies to groups of volunteers who are affiliated with a voluntary or faith-based organization that is NOT a recognized disaster response organization.
- 1.2.3 Medical and health volunteers are managed through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) at <https://weavrwi.org/>.
- 1.2.4 This plan does not apply to volunteers affiliated with recognized disaster response organizations such as the American Red Cross and Salvation Army that have a defined scope of disaster service delivery and response structure and are self-sustaining, independent organizations.

1.3 Policies

The following are excerpts from ch. 323 of the Wisconsin Statutes regarding liability and worker’s compensation coverage for emergency volunteers. The full text of the relevant statutes are set forth in Appendix A. Agencies and local units of government should consult their legal counsel if they have questions regarding the statutes.



1.3.1 Responsibility for worker's compensation

Sections 323.40 (2) and (3) of the Wisconsin Statutes provide:

(2) "A volunteer for registers in writing with a state agency to assist the agency without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the agency for worker's compensation under ch. 102, for the purpose of any claim related to the assistance provided.

(3)(a) "Except as provided par. (b), an individual who registers in writing with a local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or other meals, during a disaster, an imminent threat of disaster, or a related training exercise is considered an employee of the local unit of government for worker's compensation under ch. 102 for purposes of any claim relating to the labor provided."

(3)(b) "This subsection does not apply to an individual's provision of services if s. 257.03 [regarding volunteer health care practitioners] applies."

1.3.2 Liability of state or local unit of government volunteers

Sections 323.41 (2) and (3)(a) of the Wisconsin Statutes provide:

(2) "Except as provided in s. 323.45, a volunteer who registers with a state agency to assist the agency without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the agency under ss. 893.82 and 895.46, for purposes of any claim related to the assistance provided."

(3)(a) "Except as provided in par. (b), an individual who registers in writing with a local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government under ss. 893.80, 895.35, and 895.46 for the purposes of any claim relating to the labor provided."

(3)(b) "This subsection does not apply to an individual's provision of services if s. 257.03 [relating to services provided by volunteer health care practitioners] or 323.45 [regarding providers of equipment and other items] applies."

1.3.3 Exceptions



Section 323.41(4) of the Wisconsin Statutes provides:

(4) "This subsection does not apply if the person's act or omission involves reckless, wanton, or intentional misconduct."

1.3.4 Reimbursement of local units of government

Section 323.42(1) of the Wisconsin Statutes provides:

(1) "In any calendar year, if the amount the local unit of government is liable for under ss. 323.40 and 323.41 plus losses incurred under s. 323.43 exceed \$1 per capita of the local unit of government's population, the state shall reimburse the local unit of government the amount of the excess."

1.3.5 Volunteer health care practitioners

As noted in sections 1.3.1 and 1.3.2, above, liability limitations and worker's compensation coverage under ss. 323.40 and 323.41 are not applicable to volunteer health care practitioners who are indemnified under s. 257.03.

1.3.6 Equipment and supplies

As noted in section 1.3.2, above, providers of equipment and supplies under s. 323.45 are not eligible for liability limitations provided by s. 323.41.

2. Concept of Operations

2.1 General

When activated during disaster response and recovery, this plan prompts the mobilization of a Volunteer Coordination Team (VCT) to:

- 2.1.1 Assess the needs of local jurisdictions requiring support in managing spontaneous volunteers from the public and the private sectors.
- 2.1.2 Develop strategies for meeting local volunteer management support needs.
 - 2.1.2.1 Evaluate the resources and capabilities to which the state has access.
 - 2.1.2.2 Consider both in state and out-of-state voluntary organizations.
- 2.1.3 Locate and dispatch resources to support local volunteer management.

2.2 Mobilization

- 2.2.1 When a triggering incident or event occurs, the SEOC manager directs the WEM voluntary agency liaison (VAL) to activate the Wisconsin Volunteer Management Plan. Examples of triggering incidents or events include, but are not limited to:
 - 2.2.1.1 SEOC staff anticipates the potential of large numbers of spontaneous volunteers because:



- (1) The nature of the emergency or disaster is such that there is a high likelihood that there will be a need for large numbers of workers for operations such as sandbagging or debris clearance.
- (2) There is significant media coverage of the incident or event.
- (3) There are high numbers of inquiries from the public seeking information on how to help.
- (4) Volunteers have begun to converge on the disaster scene.

2.2.1.2 A local emergency management agency has requested support.

2.2.1.3 A member of the VCT recommends that they convene.

2.2.2 WEM, in coordination with the WIVOAD chairperson (or designee), facilitates a meeting/conference call to determine if there is a need for activation of state volunteer management resources.

2.3 Organization

2.3.1 VCT composition

2.3.1.1 WEM

2.3.1.2 American Red Cross

2.3.1.3 DMA general counsel

2.3.1.4 ESF 15 representative

2.3.1.5 The Salvation Army

2.3.1.6 Volunteer Wisconsin

2.3.1.7 WI DHS

2.3.1.8 WIVOAD

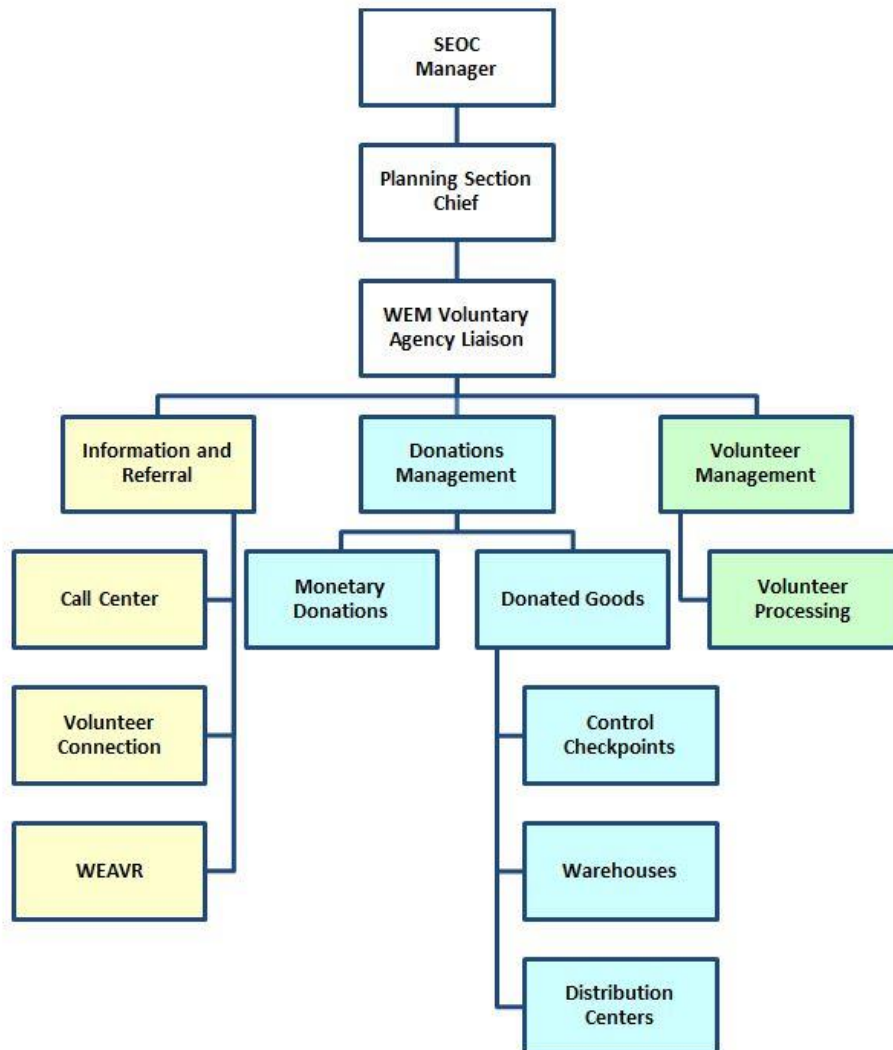
2.3.1.9 Others as may be necessary

2.3.2 Donations and Volunteer Management

The SEOC organizational chart for donations and volunteer management is depicted in Figure 2-1: Donations and Volunteer Organizational Chart.



Figure 2-1: Donations and Volunteer Organizational Chart



2.4 Volunteer Management System Components

2.4.1 VCT

2.4.1.1 Assesses the needs of the local volunteer management operation and identifying where state resources could be utilized

- (1) Provides scaled levels of assistance, such as:
 - (A) Support with public information
 - (B) Technical support
 - (C) Incident management teams
 - (D) Volunteer registries



- (2) Coordinates with other disaster relief organizations:
 - (A) To identify potential volunteer opportunities
 - (B) To avoid duplication
 - (C) To ensure equity of access to support resources among multiple disaster locations
 - (3) Coordinates closely with EOCs in the disaster area to identify potential volunteer opportunities.
- 2.4.1.2 Provides a list of organizations accepting volunteers to the state public information officer (PIO) to coordinate messaging.
- (1) Standardizes and facilitates the delivery of all messaging related to volunteer management operations.
- 2.4.1.3 Develops a state-level strategy for providing/supporting local volunteer management leadership.
- 2.4.1.4 Coordinates through the WEM regional directors and in conjunction with local officials to establish a location to receive and manage volunteers.
- 2.4.1.5 Convenes in support of local volunteer management operations, as needed.
- 2.4.2 Volunteer registry – Many locations, including WEM, utilize the disaster portal of the Volunteer Connection. A number of Wisconsin sites use an alternate registry. Many local jurisdictions have no registry in place.
- 2.4.2.1 Provides prospective volunteers with an opportunity to pre-register to volunteer for disaster response and/or recovery operations.
- (1) Allows volunteers to identify specific skills and areas of interest.
 - (2) Allows volunteers to specify availability.
- 2.4.2.2 Provides prospective volunteers with a selection of organizations soliciting volunteers for specific operations.
- 2.4.2.3 Provides voluntary organizations with a system to recruit volunteers for specific operations.
- 2.4.3 Wisconsin Disaster Information Assistance Line (WI-DIAL)
- 2.4.3.1 Can mobilize as a call center during non-radiological disasters.
 - 2.4.3.2 When appropriate, refers prospective volunteers to the disaster portal of the Volunteer Connection or other active emergency volunteer registries.
 - 2.4.3.3 Provides callers with direction on methods of volunteering.
 - 2.4.3.4 Discourages spontaneous volunteering.



- 2.4.4 Incident management teams (IMT)
 - 2.4.4.1 May be drawn from the DNR or from regional Wisconsin IMT units.
 - 2.4.4.2 Provides support and services to the local incident command system (ICS) structure.
 - 2.4.4.3 Initiates volunteer management operations in the event there is a delay in the activation/arrival of dedicated donations management organizations and personnel.
 - 2.4.4.4 Conducts volunteer management operations on behalf of and as authorized by the local jurisdiction in the event of a lack of local volunteer management capability.
- 2.4.5 Volunteer reception center (local)
 - 2.4.5.1 Provides for a site or facility at which to formally register volunteers in writing, including those who have pre-registered, during which, the following should be done:
 - (1) Reception and orientation
 - (2) Interview and assignment
 - (3) Safety and liability briefing
 - (4) Volunteer verification
 - 2.4.5.2 Assigns volunteers to those operational activities authorized for volunteer responders by the chief elected official and the incident commander.
- 2.4.6 Wisconsin Credentialing and Asset Management System (WICAMS)
 - 2.4.6.1 Provides badging for authorized volunteers, including:
 - (1) Pre-incident credentialing of established volunteers
 - (2) On-site badging at volunteer reception centers
 - 2.4.6.2 Is provided by WEM.

2.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 7, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-1: Response Activities

Action Item	Agency
Public Information	WEM



<ul style="list-style-type: none"> • Provide support with immediate public messaging to encourage prospective volunteers: <ul style="list-style-type: none"> ○ To affiliate with existing voluntary organizations. ○ To preregister to volunteer with the disaster volunteer registry at the Volunteer Connection and/or other active emergency volunteer registries. • Coordinate immediately with the DMA webmaster to create a landing page on ReadyWisconsin to provide directions to prospective volunteers. • Direct prospective volunteers to ReadyWisconsin, which will provide instructions and a hyperlink to the Volunteer Connection (and/or other active emergency volunteer registries), where they can register to volunteer. • If volunteer reception centers are operating in affected local jurisdictions, provide coordinated messaging to inform the public about how to participate in those local opportunities. 	
<p>Liability Considerations</p> <ul style="list-style-type: none"> • Provide consultation with local officials in determining whether to accept volunteer response and recovery workers and in determining responsible parameters for their deployment. • Provide standardized forms and model record-keeping resources. 	<p>DMA WEM</p>
<p>Incident Management</p> <ul style="list-style-type: none"> • Assist local jurisdictions in finding and deploying IMTs to initiate volunteer management operations. • Assist local jurisdictions in implementing Volunteer Connection. • Assist local jurisdictions in creating a dedicated disaster portal. • Provide an experienced disaster portal administrator to initiate volunteer registration and to provide just-in-time training to local administrators. • Deploy WICAMS, as needed. • Assist local jurisdictions in acquiring facilities and logistical support for volunteers. • Ensure localities are tracking volunteer hours and donated resources for potential credit under FEMA Disaster Assistance Policy 9525.2 in the event of a presidential declaration. • Assist local jurisdictions in organizing tasking and tracking systems for volunteers. 	<p>WEM DNR Volunteer Wisconsin WIVOAD</p>
<p>Information and Referral</p> <ul style="list-style-type: none"> • Publicize and facilitate local jurisdictions’ use of the Volunteer Connection. • Facilitate the mobilization of an existing referral organization such as 2-1-1 Wisconsin to refer or process volunteer-related inquiries. • Mobilize WI-DIAL. 	<p>WEM WEM VCT WEM</p>

3. Agency Responsibilities

3.1 Primary Agency – Wisconsin Emergency Management

Table 3-1: Primary Agency Functions

Agency	Functions
<p>Wisconsin Emergency Management</p>	<p>Volunteer Coordinator The WEM VAL will fulfill the volunteer and donations coordinator responsibilities.</p> <ul style="list-style-type: none"> • Chair the VCT.



Agency	Functions
	<ul style="list-style-type: none"> • Facilitate the use of the Volunteer Connection for recruitment and pre-registrations of response and recovery volunteers. • Coordinate with ESF 15 regarding media releases about disaster volunteerism. • Assist state and local officials in identifying opportunities and roles for volunteers. • Serve as liaison to other affected local units of government, tribes, and to other state agencies in matters related to volunteer management. • As necessary, coordinate with the SEOC manager and the planning section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate volunteer management facilities. <p>Public Information</p> <ul style="list-style-type: none"> • Develop and maintain pre-scripted press releases and public service announcements pertaining to disaster volunteers. • Coordinate the development and release of all information related to disaster volunteering, in conjunction with the affected local jurisdictions, the VCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate. • Serve as the primary state point of contact for the media on all matters pertaining to disaster volunteers.

3.2 Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	<ul style="list-style-type: none"> • Provide support in coordinating volunteers for animal disaster response.
Department of Health Services	<ul style="list-style-type: none"> • Provide support in coordinating health care and medical volunteers through WEAVR.
Department of Natural Resources	<ul style="list-style-type: none"> • Provide IMTs, as needed and duly authorized.
Department of Workforce Development	<ul style="list-style-type: none"> • Provide coordination of the National Emergency Grants program to deliver staff to the disaster area, when appropriate.
Wisconsin National Guard	<ul style="list-style-type: none"> • Provide logistical support. • In qualified circumstances, provide short-term use of armories for volunteer reception centers.

3.3 Non-Governmental Support Agencies

Table 3-3: Non-Governmental Support Agencies Functions

Agency	Functions
2-1-1 Wisconsin	<ul style="list-style-type: none"> • When requested by the SEOC and agreed upon by 2-1-1 Wisconsin, establish and oversee a central phone number and call center to respond to inquiries concerning disaster volunteers. • Communicate public messaging information swiftly to all call centers to enable accurate and consistent messaging.



Agency	Functions
American Red Cross	<ul style="list-style-type: none"> • Provide support in recruiting and deploying emergency volunteers.
The Salvation Army	<ul style="list-style-type: none"> • Provide support in recruiting and deploying emergency volunteers.
Volunteer Wisconsin	<ul style="list-style-type: none"> • Provide support in utilizing the disaster portal of Volunteer Connection.
Wisconsin Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> • Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies. • Facilitate communication between the VCT and WIVOAD member agencies, including requests for assistance.

3.4 Federal Supporting Agency

Table 3-4: Federal Supporting Agency Functions

Agency	Functions
Corporation for National Community Service, Wisconsin Field Office	<ul style="list-style-type: none"> • Provide connections to Senior Corps Grantees and other National Service Projects that could provide support recruiting and deploying emergency volunteers. • Within CNCS guidelines, activate VISTA resources to assist in disaster response and recovery. • Facilitate communication between WEM and the CNCS Disaster Services Unit to access broader CNCS resources including NCCC and Cooperative Agreement teams.

4. Supporting Documents

4.1 Appendices

- 4.1.1 Volunteer Management FAQs
- 4.1.2 Sample Public Messaging & Talking Points

4.2 References

- 4.2.1 NRF Volunteer and Donations Management Support Annex
- 4.2.2 FEMA Disaster Assistance Policy 9525.2, Donated Resources

Attachment 2

Volunteer Management Plan

Appendices



Wisconsin Emergency Response Plan
Volunteer Management

ESF 7
Attachment 2



5. Appendix A. Sample Public Messaging and Talking Points

5.1 Volunteers

PLEASE – DO NOT GO TO THE SCENE OF THE DISASTER

- 5.1.1 The arrival of unexpected volunteers will interfere with the response efforts.
- 5.1.2 STAY SAFE by volunteering with a reputable volunteer agency.
- 5.1.3 Volunteers will be needed most during the recovery phase. Please be patient and WAIT until relief agencies can train you and use your help.



5.2 Volunteer Reception Center News Release

Date:

Time:

Contact Phone:

Fax:

VOLUNTEER RECEPTION CENTER OPENED

Sample County, WI - In response to *[insert name/type of incident and area affected]* in *[insert location]*, the *[insert city/ cities]* *[has / have]* opened a local volunteer reception center in *[insert city location]*. The volunteer reception center will match people who want to help with appropriate volunteer opportunities.

Volunteers can visit the volunteer reception center located at *[insert street address and city]* between *[insert opening time]* and *[insert closing time]*, or they may call *[list area code and phone number]* to learn about current volunteer needs and urgent skill requests. *[Insert instructions on what volunteers should wear, where they should report, what they should bring (e.g. ID, gloves), and what is required (e.g. tetanus shots, certifications).]*

Agencies that need volunteers should call *[insert area code and phone number]*.

[IF NEEDED, ADD THIS SECTION]

Volunteers with *[list specific urgent skills needed such as language, medical, etc.]* should contact the volunteer reception center immediately.

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Wisconsin Emergency Response Plan
Volunteer Management

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Attachment 3

Points of Distribution Plan

Points of Distribution Guidance



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1. Introduction

1.1. Purpose

The State Emergency Operations Center (SEOC) or Wisconsin Emergency Management (WEM) may establish one or more points of distribution in support of local, state, and tribal governments in respect to disasters, imminent disasters, or training.

1.2. Background

The State of Wisconsin's COVID-19 response included the development of:

1.2.1. Regional Distribution Sites

Developed for distribution of personal protective equipment (PPE) and other supplies in support of Wisconsin Election Commission and Municipal and County Clerks.

1.2.2. Single Point of Distribution

State contract with private sector warehouse and distribution providers supplemented by state employees. For the State's COVID-19 response this point of distribution was located in Madison.

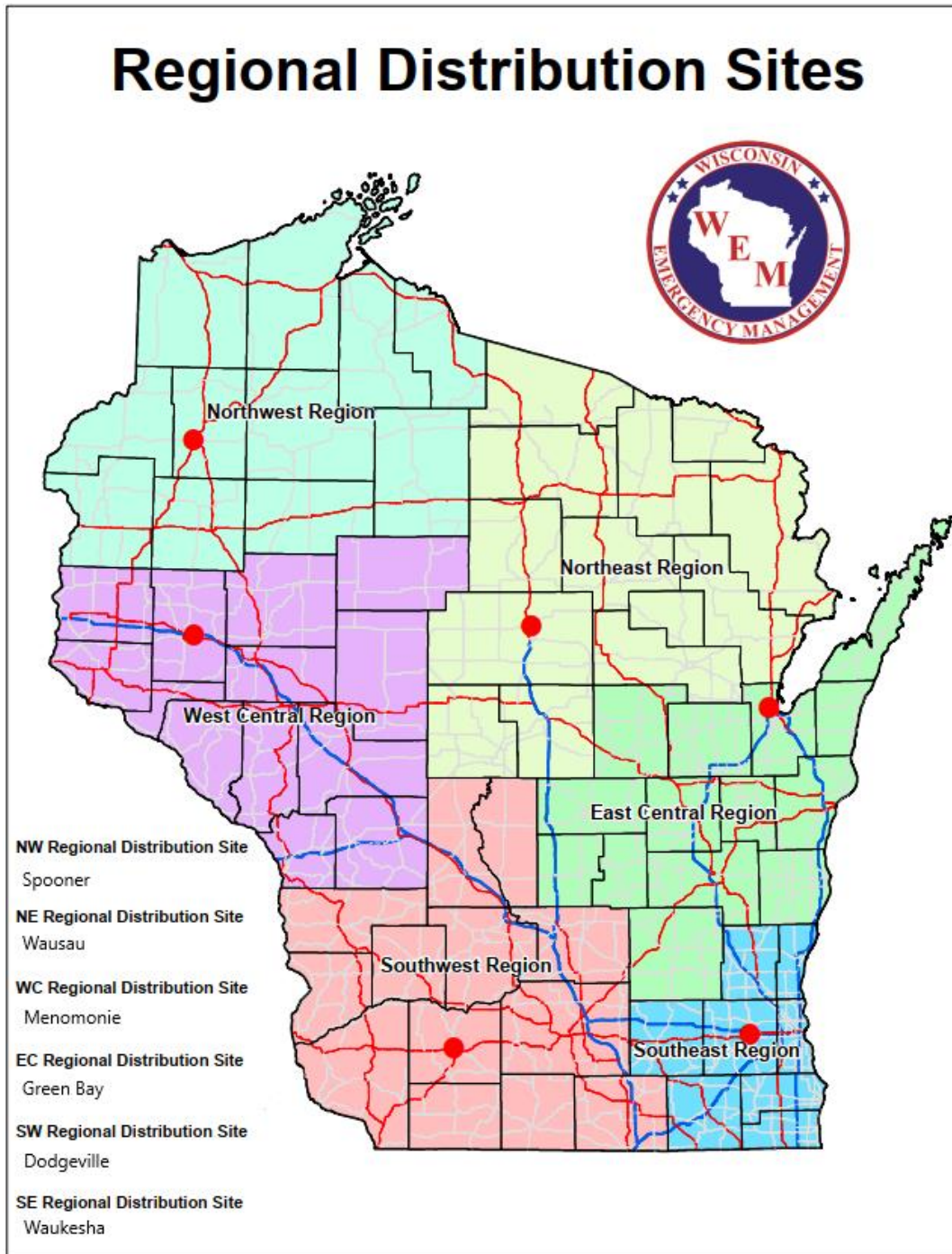
1.2.3. The following are examples of materials developed for both of these models provided as guidance for establishing and operating a state point of distribution for COVID-19 and non-COVID-19 responses.



2. Regional Distribution Sites

The following map depicts regional distribution sites identified during the State's COVID-19 response.

Figure 2-1: Regional Distribution Sites





3. Single Point of Distribution

Initially established in Madison with a private sector warehouse and distribution provider. Receiving and distribution operation supplemented by state employees.

3.1. Requests for Supplies

Requests for supplies managed through county and tribal emergency management agencies.

3.2. Distribution

Allocated supplies distributed to participating county and tribal emergency management agencies by:

- 3.2.1. Pick up by requestor
- 3.2.2. Private sector shipping (e.g., FedEx, UPS)
- 3.2.3. Delivery by state or other supporting agency

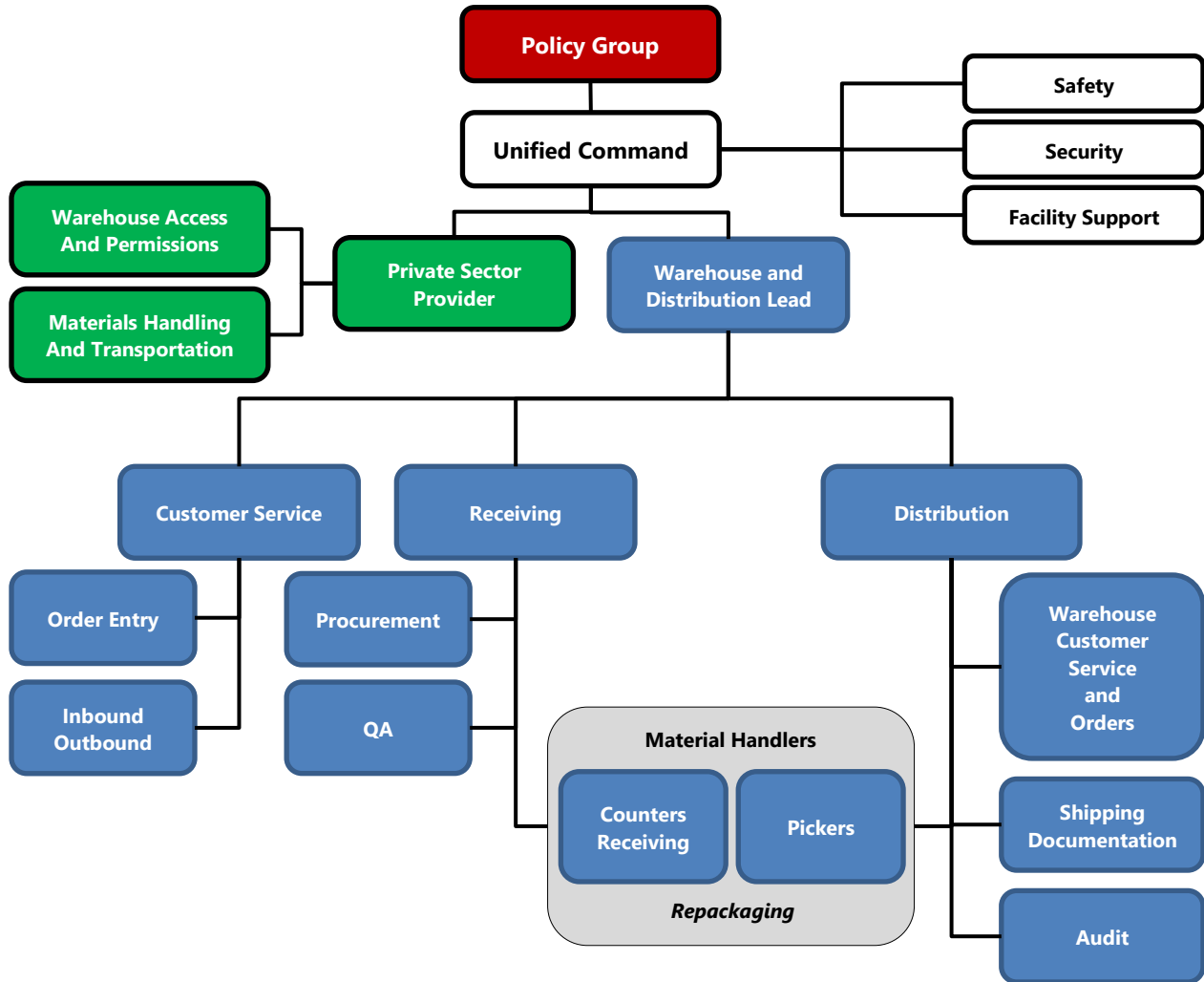
3.3. Examples

- 3.3.1. The following organizational chart, position description, and operational protocols were developed for the single point of distribution but could be applicable to one or more points of distribution.
- 3.3.2. The following distance and time information is intended to help inform the decision on establishing one or more points of distribution.



4. Warehouse Organization Chart

Figure 4-1: Warehouse Organization Chart





5. Position Description

The following position description was developed as a part of the State's COVID-19 response. It is provided as an reference. Some health and safety consideration specific to the COVID-19 response should be reviewed for applicability.

5.1. Warehouse and Distribution Team Lead

5.1.1. Email

- 5.1.1.1. Monitor the account constantly throughout the shift.
- 5.1.1.2. Check for incoming informational emails.
 - (1) Respond to those emails appropriately.
 - (2) File emails in appropriate sub-folders.
- 5.1.1.3. Monitor incoming emails in folder: _Assigned to IMT for incoming resource requests that need to be filled.
- 5.1.1.4. Monitor the DMA_IMT@wisconsin.gov email account inbox for incoming resource requests.

5.1.2. Schedule ("IMT" Staff)

- 5.1.2.1. Maintain scheduling roster of "IMT" staff for each week. Send completed (corrected) and or updated roster to SEOC Planning Section.
- 5.1.2.2. Schedules are emailed to DMA_IMT@wisconsin.gov daily at noon. An amended copy of that schedule is what is used.
- 5.1.2.3. Updated or corrected schedule is to be emailed to the SEOC Planning Section no later than 10:00 a.m. each morning M-F if changes are necessary. The revised schedule is published at noon each day (M-F) excluding holidays.

5.1.3. Meals for IMT Staff (Optional)

- 5.1.3.1. A roster for meals (lunch M-F) is emailed to DMA Finance at DMAFINANCE@wisconsin.gov for every week and any staffing changes.

5.1.4. WebEOC and Resource Requests

- 5.1.4.1. Constantly monitor WEBEOC RESOURCE REQUESTS for requests assigned to IMT – State Operations – Emergency Services.
- 5.1.4.2. Monitor the WebEOC Activity Log for situational awareness.
- 5.1.4.3. When resource requests are received, validate the requests with current inventories.



Resource Mobilization

- 5.1.4.4. Once the requested order has been vetted, complete a New Order Form. Save the completed form with the appropriate file name. File name format: [Resource Request number] [one-word description] [date].

(i.e., Resource request 670-888 for WING placed May 25, 2020 would be saved as: RR 670-888 WING 5 25 20.xlsx)
- 5.1.4.5. After the resource request form has been completed, email it to the INVENTORY MANAGER. They will enter the order in the database and send it to the warehouse for picking and shipping.
- 5.1.4.6. When confirmation is received from the warehouse that the order has been shipped, change the status of the associated Resource Request to COMPLETED.
- 5.1.4.7. Routinely review the Resource Requests in WebEOC.
- 5.1.5. Daily Inventory
 - 5.1.5.1. Maintain oversight and situational awareness of the warehouse inventory.
 - 5.1.5.2. Ensure that the daily inventory is printed between 3:30 P.M. and 4:30 P.M. Monday through Friday (excluding holidays).
 - 5.1.5.3. Review the printed INVENTORY and CUSTOMER SHIPPED TO list daily. Review the items for obvious errors and/or discrepancies. Work with the Database Entry staff to reconcile the inventory report ensuring accuracy.
 - 5.1.5.4. Place a printed copy of the daily inventory in the file folder in the SEOC.
 - 5.1.5.5. Email the daily inventory and customer shipped to lists to the DAILY INVENTORY REPORTS group in the DMA_IMT@wisconsin.gov email account. The reports are to be emailed between 4:00 P.M. and 5:00 P.M. Monday through Friday (excluding holidays).
 - 5.1.5.6. Oversight of data entry staff to ensure the integrity of the inventory.
 - 5.1.5.7. Maintain responsibility for the status of the inventory database at all times.
 - 5.1.5.8. Provide current and accurate inventory data to the SEOC manager and others, when requested.
- 5.1.6. Weekly Surveys (Counties and Tribes / State Agencies)
 - 5.1.6.1. Receive the weekly survey results/requests on Monday.
 - 5.1.6.2. Review the survey for continuity with the current inventory.
 - 5.1.6.3. Once approved, forward the survey requests to the Database Entry staff who will produce the pick-lists and record the information in the Database for inventory.



Resource Mobilization

- 5.1.6.4. Maintain oversight of the process making sure that the pick-lists are produced and sent to the warehouse in a timely manner.
- 5.1.6.5. The orders should be sent to the warehouse on Mondays. (Alternating Mondays for Counties and Tribes, and State agencies.
- 5.1.6.6. Resolve any conflicts should they occur with the interpretations and/or the filling of resource requests.
- 5.1.7. Communications
 - 5.1.7.1. Maintain communications with the warehouse supervisory staff.
 - 5.1.7.2. Visit the warehouse occasionally for situational awareness and to resolve issues on-site should they present themselves.
 - 5.1.7.3. Maintain liaison communications with the SEOC command and general staff as appropriate.
 - 5.1.7.4. Maintain liaison with other agency representatives and liaisons as appropriate and necessary.
 - 5.1.7.5. Coordinate and or validate resource requests with requesting agency representatives.
 - 5.1.7.6. Outreach to entities wishing to donate PPE to the state and arrange for proper processing (delivery/distribution, etc.)
- 5.1.8. Staff Oversight/Supervision
 - 5.1.8.1. Provide Database Entry staff first-line supervision.
 - 5.1.8.2. Maintain general chain-of-command supervisory oversight of the subordinate staff. Resolve any staff conflicts and ensure that staff is on-hand to accomplish the daily mission(s). Have at least one (1) database entry person in the SEOC during normal business hours (0800-1600) Monday through Friday, excluding holidays as long as the SEOC is activated or staff is no longer needed as directed by the SEOC Manager.
 - 5.1.8.3. Set work schedules. If the work schedules are changed, it must be coordinated with the SEOC Planning Section.
 - 5.1.8.4. Provide supervisory guidance as necessary for the staff.
 - 5.1.8.5. Approve or deny benefit or other time-off for subordinate staff.
- 5.1.9. Miscellaneous Duties & Responsibilities
 - 5.1.9.1. Review site security needs with facility provider and the SEOC and ensure adequate measures are in place (e.g., fencing, cameras, alarms, on-site security).



- 5.1.9.2. Ensure that the staff wipe down their workstation (desktop, chairs, etc.) and equipment (phone, computer keyboard, and mouse) with disinfectant wipes at the conclusion of their shift. (Note, this health and safety measure language is a COVID-19 consideration. Additional COVID-19 related considerations are noted below. These considerations should be reviewed for applicability in other circumstances.)
- 5.1.9.3. Vacuum floor, or delegate, as needed.
- 5.1.9.4. At the conclusion of the day, whomever is the last in the office, instruct them to turn off the lights and close the door.

6. A Warehouse Operations Protocols

6.1. Purpose

To establish warehouse operations protocols for warehouse staff and visitors who need to access the warehouse, and set order fulfillment expectations. These protocols will continually be evaluated and updated as needed.

6.2. Definitions

6.2.1. Business hours:

The business hours of the warehouse are defined as 8 am – 5 pm, Monday-Friday.

6.2.2. Non-business hours:

Non-business hours are defined as after 5 pm Monday-Friday and Saturday and Sunday.

6.3. Staff Business Hours Protocol

To enter the warehouse upon reporting for the day, staff must:

- 6.3.1. Pass the medical screening and receive their medical screening card, if applicable.
- 6.3.2. During the medical screening, identify themselves to the medics as staff assigned to the warehouse for the day and present warehouse access pass.
- 6.3.3. Don a face mask if currently being required.
- 6.3.4. Safety vests will be provided and must be worn at all times.
- 6.3.5. To re-enter the warehouse during the day, staff must be wearing their safety vest and have their medical screening card.

6.4. Visitor Business Hours Protocol:

To enter the warehouse, visitors must:



- 6.4.1. Pass the medical screening and receive their medical screening card, if applicable. If visitors have a medical screening card from the SEOC they will need to present this to the medics at the warehouse, if applicable. (COVID-19 consideration)
- 6.4.2. Inform the medics that they are a visitor to the warehouse and inform the medics of their mission at the warehouse. (COVID-19 consideration)
- 6.4.3. Call their contact at the warehouse to come meet them or ask the medics to radio to their contact at the warehouse.
- 6.4.4. Wait for someone from the warehouse to escort them in to the warehouse.
- 6.4.5. Don a face mask if currently being required. (COVID-19 consideration)

6.5. Visitor and Staff Non-business Hours Protocol:

- 6.5.1. No-one may enter the warehouse without warehouse owner/operator staff present.
- 6.5.2. Non-business hours, staff and visitors:
 - 6.5.2.1. On call staff:
 - (1) Warehouse and Distribution Team Lead, [name] [number], or alternative [name] [number], will be on call during non-business hours.
 - (2) The on-call schedule will be maintained in the SEOC staffing matrix.
 - 6.5.2.2. Warehouse and Distribution Team Lead or alternate will contact warehouse owner/operator staff for entry into the warehouse.
- 6.5.3. Bring ID to the warehouse so identification can be confirmed upon arrival at the warehouse.
 - 6.5.3.1. In a health and medical response, all warehouse visitors should be prepared to undergo a medical screening in accordance with local guidance and obey all safety practices set in place.

6.6. Order Fulfillment

- 6.6.1. Orders will be entered into the database and submitted via an email. Only orders submitted via the database will be fulfilled. In general, subject to volume of requests, complete orders:
 - 6.6.1.1. Received at the warehouse prior to 3pm will be worked with the intention of being filled that day if possible.
 - 6.6.1.2. Orders received after 3pm will be worked with the intention of being filled the next business day if possible.

6.7. Outbound Order Delivery and Pick Up:

- 6.7.1. Orders will be transported the next business day after fulfillment.



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- 6.7.2. Same day delivery is possible if prior arrangements are made with warehouse owner/operator, or the Runner.
- 6.7.3. Orders that are to be picked up must include a contact person name and phone number, delivery location and expected day and time of pick up.
 - 6.7.3.1. The courier must present an ID and reference the order number at pick up.
 - 6.7.3.2. Courier should confirm items on order match items they are taking.
 - 6.7.3.3. Courier will print name, signature, date, and phone number on Bill of Lading (BOL).
- 6.7.4. Shipping Information
 - 6.7.4.1. Shipments must be sent indicating signature required.
 - 6.7.4.2. Tracking numbers will be recorded by Warehouse Distribution.
- 6.7.5. Emergency orders will be evaluated on an individual basis to determine the need for non-business hours order fulfillment and/or delivery.



7. Distance and Time

7.1. Milwaukee to:

Milwaukee to Madison: 1 hour, 20 minutes
Milwaukee to Green Bay: 1 hour, 48 minutes
Milwaukee to Fond du Lac: 1 hour, 7 minutes
Milwaukee to Volk Field: 2 hours, 35 minutes
Milwaukee to Ft. McCoy: 2 hours, 47 minutes
Milwaukee to Wausau: 2 hours, 50 minutes
Milwaukee to Eau Claire: 3 hours, 37 minutes

7.2. Madison to:

Madison to Volk Field: 1 hour, 28 minutes
Madison to Ft. McCoy: 1 hour, 39 minutes
Madison to Eau Claire: 2 hours, 46 minutes
Madison to Wausau: 2 hours, 16 minutes

7.3. Green Bay to:

Green Bay to Wausau: 1 hour, 35 minutes
Green Bay to Ft. McCoy: 2 hours, 54 minutes
Green Bay to Sturgeon Bay: 46 minutes
Green Bay to Tomahawk: 2 hours, 19 minutes
Green Bay to Park Falls: 3 hours, 39 minutes
Green Bay to Minocqua: 2 hours, 50 minutes

7.4. Ft. McCoy to:

Ft. McCoy to Barron: 2 hours, 2 minutes
Ft. McCoy to Barron: 2 hours, 40 minutes
Ft. McCoy to Ashland: 4 hours
Ft. McCoy to Superior: 4 hours



8. Local Distribution

The following allocation guidance was developed to support county and tribal emergency management decision making for the local distribution of PPE and other essential supplies during COVID-19. This example could be modified to be applicable to all hazard response. This guidance can be used as a starting point for any pandemic or all hazard incident response.

8.1. COVID-19 Allocation Guidance

For County and Tribal Emergency Management

8.1.1. Introduction

- 8.1.1.1. The State Emergency Operations Center (SEOC) coordinates state, federal, and non-governmental efforts to support local and tribal government response to natural, technological, and human-caused threats and hazards.
- 8.1.1.2. The SEOC maintains a limited supply of personal protective equipment (PPE) and other critical supplies for distribution to local public and private entities that cannot otherwise source those supplies locally or through other normal channels.

8.1.2. Purpose

This COVID-19 allocation guidance is intended to implement a clear, transparent, and streamlined process to support county and tribal emergency management decision making for the local distribution of PPE and other essential supplies.

8.2. Requesting Assistance

- 8.2.1. All public and private entities should attempt to source PPE and other needed supplies locally and through existing supply channels before requesting county or state assistance. County and state assistance should only be considered for essential PPE or supply needs that cannot be filled by any other means.
- 8.2.2. The process for requesting distribution of state inventory PPE and other essential supplies to support COVID-19 response should generally adhere to the following process:
 - 8.2.2.1. A local public or private entity identifies (or anticipates) a need for PPE and other essential supplies to support COVID-19 response that will not (or cannot) be filled using their existing supply channels.
 - 8.2.2.2. If local resources are exhausted or anticipated to be exhausted the local entity should communicate their resource gap to their county or tribal emergency management. The county or tribal emergency management should attempt to assist using their existing supply channels as well as county and tribal mutual aid resources.



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- 8.2.2.3. If county or tribal resources are exhausted or anticipated to be exhausted the county or tribal emergency management should communicate their resource gap to the SEOC. The SEOC will attempt to assist.
- 8.2.2.4. County and tribal emergency management representatives are asked to communicate PPE and other essential supplies requests on a weekly basis consistent with the following:
 - (1) The emergency management representative should establish a local process to collect, review, and summarize all county or tribal requests for PPE and other essential supplies.
 - (2) The submitted request should be inclusive of county-wide or tribal-wide needs for a 7- day period.
 - (3) The request should be submitted to the SEOC on a weekly to-be established schedule using an online form established by the SEOC for that purpose. The link to the online form will be provided by the SEOC to all county and tribal emergency management directors.
- 8.2.2.5. This process does not replace the current PPE Reserve Request Process. Long-term care providers that are caring for a COVID-19 positive individual are still eligible to submit this [form](#) to their county or tribal emergency manager. The county or tribal emergency manager is encouraged to source these needs at the local level. If these resources are not able to be supplied at the local level, the county or tribal emergency manager may continue to escalate the request to the SEOC through WebEOC.
- 8.2.3. SEOC Allocation Process

SEOC allocation for state inventory PPE and other essential supplies will generally adhere to the following process:

 - 8.2.3.1. County and tribal PPE and other essential supplies requests will be collected on a weekly basis consistent with an established schedule.
 - 8.2.3.2. All submitted requests will be reviewed and followed up on as appropriate.



- 8.2.3.3. Based on submitted requests, the available state inventory will be allocated based on a combination of population and health care facilities¹. For additional information refer to Attachment A County and Tribal PPE Allocation.
- 8.2.3.4. The SEOC may establish a minimum allocation quantity based on consideration of supply packaging and to help ensure that at a minimum all requestors receive an allocation. The minimum allocation will be based on availability.
- 8.2.4. Distribution
 - 8.2.4.1. PPE and other essential supplies from the state inventory to support the COVID-19 response will be shipped to a single location designated by each county and tribe.
 - 8.2.4.2. It will be the responsibility of the county or tribe to allocate and distribute to the end-user facility or agency. For additional guidance refer to Attachment B Local PPE Allocation Decision Support Tool.
- 8.2.5. Accountability
 - 8.2.5.1. County and tribal nations receiving distributions of State inventory PPE and other essential supplies will be required to submit a weekly report in conjunction with their PPE request that will detail the distributions made based upon the prior week's allocation.
 - 8.2.5.2. For eventual federal cost reporting, Counties and tribes will be required to track distributions of PPE to subrecipients. At a minimum, this will include PPE type, quantity, date distributed, and recipient agency name, address, and city.

¹ Health care facilities include number of beds in licensed hospitals, nursing homes, adult family homes, community-based residential facilities, and residential care apartment complexes



8.3. ATTACHMENT A

Table 8-1: County and Tribal PPE Allocation

County and Tribal PPE Allocation
 (weighted 50% population, 50% hospital and long-term care facility)

County/Tribe	% allocation
Adams	0.3%
Ashland	0.3%
Bad River Band of Lake Superior Chippewa	0.009%
Barron	0.8%
Bayfield	0.2%
Brown	5.1%
Buffalo	0.2%
Burnett	0.2%
Calumet	0.6%
Chippewa	1.2%
Clark County	0.5%
Columbia	0.9%
Crawford	0.2%
Dane County	9.4%
Dodge	1.6%
Door County	0.4%
Douglas	0.6%
Dunn	0.6%
Eau Claire	2.3%
Florence	0.1%
Fond du Lac	1.6%
Forest County	0.1%
Forest County Potawatomi	0.005%
Grant	0.8%
Green	0.6%
Green Lake	0.3%
Ho-Chunk Nation	0.056%
Iowa	0.3%
Iron	0.1%
Jackson	0.3%
Jefferson	1.2%
Juneau	0.4%
Kenosha	2.8%
Kewaunee	0.3%
La Crosse	2.5%



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Lac Courte Oreilles Band of Lake Superior Chippewa Indians	0.026%
Lac du Flambeau Band of Lake Superior Chippewa Indians	0.018%
Lafayette	0.2%
Langlade	0.3%
Lincoln	0.4%
Manitowoc	1.4%
Marathon	2.3%
Marinette	0.7%
Marquette	0.2%
Menominee	0.0%
Menominee Indian Tribe of Wisconsin	0.032%
Milwaukee	18.4%
Monroe	0.7%
Oconto	0.5%
Oneida	0.7%
Oneida Nation	0.036%
Outagamie	3.1%
Ozaukee	1.6%
Pepin	0.1%
Pierce	0.6%
Polk	0.7%
Portage	1.0%
Price	0.2%
Racine	3.4%
Red Cliff Band	0.022%
Richland	0.3%
Rock	2.8%
Rusk	0.2%
Sauk	1.0%
Sawyer	0.2%
Shawano	0.6%
Sheboygan	2.0%
Sokaogon Chippewa Community Mole Lake Band of Lake Superior	0.004%
St. Croix	1.2%
St. Croix Band	0.006%
Stockbridge-Munsee Community Band of Mohican Indians	0.008%
Taylor	0.3%
Trempealeau	0.5%
Vernon	0.5%
Vilas	0.3%
Walworth	1.5%
Washburn	0.3%



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Washington	1.9%
Waukesha	6.8%
Waupaca	1.0%
Waushara	0.3%
Winnebago	3.2%
Wood	1.9%



8.4. ATTACHMENT B

8.4.1. Local PPE Allocation Decision Support Tool

This local personal protective equipment (PPE) allocation decision support tool is intended as a reference for county and tribal emergency management during the decision-making process for the local distribution of PPE and other essential supplies.

8.4.2. Local Primacy

Local allocation and distribution of PPE and other essential supplies is the responsibility of the county or tribal government. County and tribal emergency management should coordinate with their local public health officials in the review and approval all requests for personal protective equipment.

8.4.3. Facility Type or Agency

County and tribal emergency management is encouraged to limit potential requestors for PPE and other essential supplies based on type of facility or agency. For example:

8.4.3.1. Hospital

8.4.3.2. Long-term care²

8.4.3.3. Emergency medical service

8.4.3.4. Emergency dentistry care

8.4.3.5. Ambulatory care clinic

8.4.3.6. Health Department, including Human Services

8.4.3.7. Law enforcement and fire services

8.4.3.8. Coroner or medical examiner

8.4.3.9. Funeral or mortuary services

8.4.4. Prioritization

8.4.4.1. In the event a distribution of State inventory PPE and other essential supplies are insufficient to fill identified gaps, the county and tribal emergency management will need to prioritize requestors. This prioritization should be

² Long term care providers include the following: any entity licensed by The DHS Division of Quality Assurance (DQA) as a residential facility, all licensed or certified adult family homes, home health, personal care, and supportive home care providers, participant-hired providers (applies to all Medicaid long-term care programs), and adult protective services providers.



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developed in coordination with public health and other stakeholders and be based on the presumed risks associated with the type of facility or agency. For example:

- (1) Hospitals
- (2) Long-term care providers
- (3) Emergency medical services

8.4.4.2. Requestors not identified in the prioritization may be at risk for exposure in certain situations. Relative risks of exposure may be considered in the distribution of limited PPE and other essential supplies.

8.4.5. Eligibility

8.4.5.1. For a specific requestor to be eligible for distribution it is suggested that the following criteria is adequately satisfied:

- (1) The facility or agency supply is exhausted or anticipated to be exhausted in one week.
- (2) The shortage or unavailability of PPE and other essential supplies negatively impacts the facility or agency's ability to ensure patient care and worker safety.
- (3) The facility or agency has exhausted attempts to secure supply from potential supply sources.
- (4) The facility or agency has and will continue to implement [CDC strategies to optimize use of PPE](#).

8.4.5.2. For hospital and dental facilities:

- (1) The hospital or dental facility has limited activities to only urgent procedures.

8.4.6. N95 Respirators

The current shortage of N95 respirators may represent the most challenging PPE gap. Local distribution of N95 respirators should consider the following:

- 8.4.6.1. Reserving for distribution to personnel routinely engaged in the care of suspected or confirmed COVID-19 patients.
- 8.4.6.2. Per CDC and World Health Organization (WHO) guidance respirators should be used for aerosol generating activities (e.g., endotracheal intubation, airway suctioning, high-frequency oscillatory ventilation, tracheostomy, chest physiotherapy, nebulizer treatment, sputum induction, and bronchoscopy)



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- 8.4.6.3. Personnel not engaged in aerosol generating activities should consider use of cloth face covering consistent with CDC, Wisconsin Department of Health Services, and local health department guidance.
- 8.4.6.4. Please refer to the OSHA "Temporary Enforcement Guidance for Respirator Fit-Testing in Healthcare during COVID-19 Outbreak," which can be found here: <https://www.osha.gov/news/newsreleases/national/03142020>.



Health and Medical Services

ESF 8



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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Health Services (WI DHS)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Natural Resources (DNR) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Wisconsin State Laboratory of Hygiene (WSLH)
Non-Governmental Support Organizations	American Red Cross Medical Reserve Corps (MRC)
Federal ESF Coordinating Agencies	Center for Disease Control & Prevention (CDC) Environmental Protection Agency (EPA) U.S. Department of Health & Human Services (HHS)

1. Introduction

1.1. Purpose

To provide for coordinated state public health and medical assistance to local, county, and tribal governments (including veterinary and animal health issues as they affect public health) during a potential or developing public health disaster or any emergency with a public health component.

1.2. Scope

1.2.1. ESF 8 describes how state agencies respond to public health aspects of emergencies including:

1.2.1.1 Incidents with the potential to result in adverse public health consequences.

- (1) Natural disasters
- (2) Accidents (radiological or chemical)
- (3) Terrorism or intentional acts of violence

1.2.1.2 Disease outbreaks

1.2.1.3 Exposures to unknown substances directly linked to implicit or explicit threats

1.2.2. This plan describes the coordination of state support with local, county, and tribal governments in the provision of:

- 1.2.2.1 Communication
- 1.2.2.2 Material assistance
- 1.2.2.3 Technical assistance and guidance
 - (1) Surveillance



- (A) Epidemiological investigation and laboratory services
- (B) Public health laboratory testing
- (2) Public health measures
 - (A) Quarantine and home care measures
 - (B) Mass prophylaxis and treatment
 - (i) Strategic National Stockpile (SNS)
 - (C) Medical supplies management and distribution
 - (D) Medical support to mass care
 - (i) Wisconsin Healthcare Emergency Preparedness Program - WHEPP Stockpile includes primarily Personal Protective Equipment (PPE) Ventilators, etc.
 - (ii) Generate lists of appropriate, credentialed volunteer healthcare providers from relevant registries, as needed
- (3) Medical systems
 - (A) Isolation and quarantine/environmental health/vector control
 - (B) Triage and hospital pre-treatment
 - (i) Specific patient resources or severity level as identified by first responders
 - (C) References specifics outlined by triage designations
 - (i) START – stands for Simple, Triage and Rapid Treatment or Transport
 - (ii) SALT – stands for Sort, Assess, Lifesaving Interventions, and Treatment and/or Transport
 - (D) Medical surge
- (4) Mass fatality management
- (5) Evaluating the human health implications of hazardous substances or conditions

1.3. Policies

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

1.3.1.1 Emergency Management, Chapter 323 of the Wisconsin Statutes

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



- 1.3.1.3 Health Administration and Supervision, Chapter 250 of the Wisconsin Statutes
- 1.3.1.4 Public Health Emergency Plan
- 1.3.1.5 Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121 *et seq.*)
- 1.3.2. Deaths will be investigated and processed under the requirements listed in Chapters 59, 69, and 979 of the Wisconsin Statutes.
- 1.3.3. For health and medical-related emergencies, WI DHS coordinates directly with local, tribal, other state agencies, and federal responders and provides for implementation of state response plans, as appropriate.

2. Concept of Operations

2.1. General

- 2.1.1. The WI DHS/Division of Public Health (DPH) staffs ESF 8 during an elevation of the state emergency operations center (SEOC) to Level 3 or higher and coordinates the resources of WI DHS and other appropriate state and private organization resources with the SEOC.
 - 2.1.1.1 During a level 4 (Enhanced Monitoring Operations) elevation of the SEOC, WI DHS/Division of Public Health (DPH) may virtually coordinate resources and staff the SEOC, if needed.
- 2.1.2. Local, county, and tribal public health authorities retain operational authority of ESF 8-related response in coordination with the local, county, and tribal emergency plan and the emergency operations center/incident command system.
 - 2.1.2.1 DPH will assist local, county, and tribal public health authorities when requested.
 - 2.1.2.2 DPH will coordinate ESF 8-related response during statewide events.
- 2.1.3. ESF 8 promotes the use of trained volunteers through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) and the local Medical Reserve Corps (MRC) units.

2.2. Notification of an Incident to WI DHS

- 2.2.1. Depending on the scope of the disaster, initial notification to WI DHS will typically come from:
 - 2.2.1.1 Local public health departments (LPHD)
 - 2.2.1.2 Tribal health centers
 - 2.2.1.3 911 dispatch centers



- 2.2.1.4 Health care providers
- 2.2.1.5 State or county emergency management
- 2.2.1.6 Media
- 2.2.1.7 State or regional agencies
- 2.2.1.8 Laboratories
- 2.2.1.9 CDC
- 2.2.1.10 Federal and border (or other) state health departments
- 2.2.2. The incoming call is routed to the staff person or the 24-hour on-call staff which covers the appropriate major area and then communicated to appropriate health and hospital partners:
 - 2.2.2.1 Natural disaster or chemical spill
 - 2.2.2.2 Communicable disease
 - 2.2.2.3 Nuclear/radiological incident
 - 2.2.2.4 Human services

2.3. Alerting

2.3.1. Fast breaking incident

In the event WI DHS is alerted in advance of an incident or is one of the first agencies to be notified:

- 2.3.1.1 WI DHS may utilize the Public Health Alerting System and other communications systems to alert:
 - (1) LPHD and tribal health centers
 - (2) Wisconsin State Laboratory of Hygiene
 - (3) Hospital emergency departments
 - (4) WEM
- 2.3.1.2 Based on WI DHS and WEM consultations with LPHD and county emergency management:
 - (1) WI DHS
 - (A) May advise the activation of local public health emergency plans (PHEP), hospital, or emergency management plans that may initiate the activation of appropriate emergency operating centers (EOCs)
 - (B) May activate the state PHEP



- (C) May notify the CDC
- (D) May notify the FEMA Region V Assistant Secretary for Preparedness and Response (ASPR) Regional Emergency Coordinator.

(2) WEM

- (A) May elevate the SEOC to Level 4 or higher
- (B) Can activate the Department of Justice TIME (Transaction Information for Management of Enforcement) system, which is linked to all dispatch centers in the state
- (C) May alert the FEMA Region V Watch Office or Regional Response Coordination Center (RRCC)

2.3.2. Slow developing incident

In a slow developing incident where the precipitating incident is unknown until the appearance of syndromes or disease cases, the LPHD(s), along with the hospital(s) and clinic(s) and the WI DHS will monitor the situation largely through the Wisconsin Electronic Disease Surveillance System (WEDSS). The alerting process for fast breaking incidents can be applied in whole or in part for a slower developing biological incident.

- 2.3.2.1 Once health care facilities or laboratories identify any of the CDC Category A, B, or C diseases, indicative of a biological agent or outbreak of other infectious diseases, they will notify WI DHS, LPHDs, and health care facilities immediately according to the protocols outlined in Section 2.4: Active Surveillance.
- 2.3.2.2 The DPH, in collaboration with the LPHD, labs, hospitals, and clinics, confirm their findings.
- 2.3.2.3 The state may notify and consult with CDC.
- 2.3.2.4 The state and LPHDs consult with WEM on the need to elevate the SEOC and provide recommendations to activate local EOCs.
- 2.3.2.5 After state and local EOCs open,, state and local response agencies and hospitals are notified via alert systems by WI DHS.
- 2.3.2.6 The SEOC informs the FEMA Region V Watch Office or RRCC of incidents taking place in Wisconsin.

2.4. Active Surveillance

- 2.4.1. WI DHS Division of Public Health, Bureau of Communicable Disease (BCD) routinely conducts a variety of active surveillance activities including:



- 2.4.1.1 Analyze and monitor syndromic surveillance data as well as laboratory and case reports for possible outbreaks or epidemics, and provide timely reports back to the local health departments and the health care provider community.
- 2.4.1.2 Consult with federal and other state agencies in order to coordinate disease investigations with regional or federal investigations.
- 2.4.1.3 Provide to clinicians (human and animal) and health departments:
 - (1) Current statewide epidemiological information on any disease outbreak
 - (2) Case definitions and supplemental documentation
 - (3) Consultation
 - (4) Coordination of surveillance activities if multiple local jurisdictions or state agencies are involved
- 2.4.1.4 Make appropriate staff available through the DPH regional offices to assist LPHDs as needed in emergency situations.

2.5. Environmental Monitoring and Sampling

- 2.5.1. Environmental health teams evaluate environmental health risks and provide technical guidance for protecting the public, to include the need for conducting environmental monitoring and the collection of environmental samples.
 - 2.5.1.1 Teams include specialists from DPH, DNR, DATCP, and WSLH.
 - 2.5.1.2 When appropriate, members consult with first responders, hazmat units of local fire departments, and work with LPHD and tribal health centers to evaluate the situation.
 - 2.5.1.3 Together these agencies assess the need for control measures and identify environmental health risks during and after the incident.
- 2.5.2. If environmental assessment exceeds the capability or capacity of state resources, the WI DHS or other appropriate agency(s) request assistance from the following agencies for support in conducting environmental investigations, determining the need for mitigation and management, and recommending the appropriateness of reentry:
 - 2.5.2.1 WING
 - 2.5.2.2 EPA
 - 2.5.2.3 Agency for Toxic Substances and Disease Registry (ATSDR)
 - 2.5.2.4 Occupational Safety and Health Administration (OSHA)
- 2.5.3. In the event of suspected terrorism:



- 2.5.3.1 The Federal Bureau of Investigation (FBI), DATCP, DPH, DNR, 54th CST, 54th WI CERFP or local hazmat unit may collect environmental samples.
- 2.5.3.2 The FBI may request assistance from state or federal staff with expertise in specific biohazards or chemicals.
- 2.5.3.3 As appropriate, sample collection and packing will be discussed with the WSLH or other laboratories.
- 2.5.3.4 Collection, packaging, and transportation of environmental specimens are conducted in accordance with existing procedures that ensure safety and chain of custody, as well as integrity of the samples.
- 2.5.4. Samples are forwarded for analytical or confirmatory work to the closest regional laboratory certified to perform the necessary testing.
 - 2.5.4.1 Samples may be sent to WSLH, DATCP Bureau of Laboratory Services (BLS), crime labs, Wisconsin Veterinary Diagnostic Laboratory, the CDC, or other federal laboratory.
 - 2.5.4.2 State labs coordinate and communicate with one another to determine which lab should receive the sample.
 - 2.5.4.3 Capacity of local and regional laboratories to evaluate both clinical and environmental specimens is surveyed annually.

2.6. Response Procedures

WI DHS response systems are prescribed in the supporting plans identified in Agency-Specific Supporting Plans and Procedures. The task of ESF 8 personnel during a mobilization will be to activate those plans, coordinate response actions with those of the supporting agencies, secure outside support and resources as necessary, and provide ongoing situational awareness to the SEOC.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 8 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

3.1. Lead Coordinating Agency – Wisconsin Department of Health Services



Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
<p>Department of Health Services</p>	<p>Agency as a whole</p> <ul style="list-style-type: none"> • Coordinate with incident command, local EOCs that are activated, the SEOC, and ESF 15 personnel to issue public information regarding health-related alerts and protective actions. <hr/> <p>Surveillance</p> <ul style="list-style-type: none"> • Epidemiological investigation and laboratory services • Public health laboratory testing <ul style="list-style-type: none"> ○ Access event-specific information on specimen collecting, packing, transport, and testing specific from the WSLH. ○ Notify WSLH of the event and related response planning activities (e.g., teleconferences, videoconferences). ○ Provide guidance to local public health and the WSLH on criteria for patient and specimen selection. ○ Disseminate reports to local public health; disseminate CDC results to WSLH and LPHDs. ○ Inform WSLH when event has concluded or passed the acute stage. • Participate in laboratory response debriefing. <hr/> <p>Public Health</p> <ul style="list-style-type: none"> • Quarantine and home care measures <ul style="list-style-type: none"> ○ Provide guidelines for health care and public health personnel. ○ Assist LPHDs in clinical assessment of cases and need for isolation. ○ Provide current epidemiological information on the disease outbreak so LPHDs can accurately determine quarantine needs. ○ Provide consultation and coordinate activities if multiple local jurisdictions or state agencies are involved. • Mass prophylaxis and treatment <ul style="list-style-type: none"> ○ Establish medical order to provide treatment or prophylaxis. ○ Establish procedures for receipt, inventory control, and distribution of Strategic National Stockpile (SNS) materials. ○ Request additional supplies for mass clinics. ○ Provide technical support and assistance to LPHDs operating mass clinics. ○ Provide LPHDs with communication templates and public information staff, as necessary. • Medical supplies management and distribution <ul style="list-style-type: none"> ○ Maintain a primary and secondary Receipt, Storage, and Staging (RSS) warehouse space. ○ Staff and operate a RSS warehouse. ○ Coordinate, track, and maintain medical material inventory and recommend additional material. ○ Transport SNS assets to mass clinics LPHDs and treatment facilities in accordance with LPHD plans. ○ Coordinate public health public information activities related to the SNS. <hr/> <p>Medical Systems</p> <ul style="list-style-type: none"> • Isolation and quarantine, environmental health, and vector control • Triage and hospital pre-treatment <ul style="list-style-type: none"> ○ Monitor numbers and case statewide using the Wisconsin Electronic Disease Surveillance System.



Agency	Functions
	<ul style="list-style-type: none"> ○ Provide to clinicians and health departments: <ul style="list-style-type: none"> ▪ Statewide current epidemiological information on any infectious disease outbreak or incident ▪ Case definitions and supplemental documentation ▪ Consultation ▪ Coordination of activities if multiple local jurisdictions or state agencies are involved ○ Report to federal and to other state agencies, as necessary. ○ Provide assistance and support to LPHDs in public health emergencies where local transportation resources are not sufficient to meet identified needs. ○ Work with state agencies, including WEM, to identify a resource list of such services that may be used in support of local public health emergencies. <p>Mass Fatality Management</p> <ul style="list-style-type: none"> ● Provide assistance to funeral directors and local vital records registrars through the DPH Office of Health Informatics, Vital Records, if requested. ● Provide information on best practices for safe handling of confirmed or suspected contaminated human remains and personal effects (specific to the type of contamination). ● Provide information on how to detect the possibility of a bioterrorism or other infectious disease outbreak. ● In a mass fatality event so large that decomposition of human remains becomes a public health risk, advise if the Communicable Disease Chief Medical Officer has determined that the Wisconsin Public Health Emergency Plan statutory 48-hour waiting period for cremation can be waived to prevent the spread of communicable disease or other biohazard under provisions of Wis. Statute § 979.10. ● Request federal resources from the U.S. Department of Health and Human Services and the U.S. Department of Homeland Security. Requests should be coordinated through the Assistant Secretary for Preparedness and Response' Regional Emergency Coordinators in Chicago IL. <p>Wisconsin Emergency Assistance Volunteer Registry (WEAVR)</p> <ul style="list-style-type: none"> ● Administer, maintain, and promote the database of health care and behavioral health professionals. ● Deploy volunteers, in coordination with ESF 7, as needed in support of ESF 8 activities.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
<p>Department of Agriculture, Trade and Consumer Protection</p>	<ul style="list-style-type: none"> ● Provide food safety experts to monitor and assure safe food sources. Collect and analyze samples, establish holds and embargoes, and recall agricultural products. ● Provide surveillance for disease in livestock and zoonotic (i.e., communicable between animals and humans) diseases in household pets, livestock, and wild animals.



Wisconsin Emergency Response Plan
Health & Medical Services

ESF 8

Agency	Functions
	<ul style="list-style-type: none"> • Provide veterinary expertise as appropriate to local communities. • Quarantine and order destruction of animals affected with, or exposed to, communicable disease, as appropriate. • Address agricultural chemical spills by collecting and testing samples. • Assist with coordinating household pet and livestock staging areas (e.g., transportation, identification, triage, veterinary care, animal sheltering). • Work with DNR on animal carcass disposal and waste management issues (e.g., animals, animal waste, agriculture chemicals). • Assist with coordinating the deployment of federal and state resources (e.g., Veterinary Medical Assistance Teams, Wisconsin Animal Response Corps) to care for and treat animals. • Assist DNR with evaluating environmental impact. • Work with the WI DHS to ensure a safe food and water supply. Inspect, sample, test, and evaluate local food and water sources to ensure product safety or proper disposal. • Obtain and verify information regarding the impact of the disaster on the health of animals and provide needed services to the community. • Provide food safety, agriculture resource management, and animal health advice. Assist with providing animal care to farmers and household pet owners. • Assist with monitoring the long-term effects of an agriculture emergency on the environment.
<p>Department of Natural Resources</p>	<ul style="list-style-type: none"> • Provide technical advice and assistance regarding environmental issues at the request of local government and state agencies or if there is an immediate threat to safety (e.g., issues arising from natural disasters, chemical, or biologic threats). • Provide personnel and specialized equipment (e.g., air monitoring, water quality monitoring, water sampling kits; heavy equipment for firefighting, pumps, engineers, and hydrologists). • Provide an after-hours Duty Officer (DO) system and share a 24-hour emergency hotline number with WEM. • Work with public agency and private response personnel to address any environmental threats. • Provide technical information and assistance on domestic and wild animal health issues. • Provide technical assistance with obtaining the appropriate permits needed to remove and dispose of disaster debris (e.g., animal carcasses). • Assist with monitoring the long-term effects of a disaster on the environment.
<p>Department of Military Affairs/Wisconsin Emergency Management</p>	<ul style="list-style-type: none"> • Coordinate with state and local agencies to identify and implement appropriate protective actions. • Through ESF 15, coordinate with WI DHS to issue public information regarding health-related alerts and protective actions. • Coordinate with federal and private (e.g., forensic dentists, Wisconsin Funeral Directors' Association, State Coroners Association) organizations to support local health, medical, and mortuary needs. • Provide an after-hours DO system and share a 24-hour emergency hotline number with DNR.



Agency	Functions
<p>Department of Military Affairs/Wisconsin National Guard</p>	<ul style="list-style-type: none"> • Support SNS response activities, as requested. • Civil Support Team (CST) <ul style="list-style-type: none"> ○ Operates under control of the Governor ○ Certified as operational by the SECDEF ○ Operate only in Continental United States and its territories ○ Personnel are full-time, Title 32 AGR Guardsmen ○ All personnel are certified as a Hazardous Materials Technician ○ 80% commercial off-the-shelf equipment ○ Interoperable with first responders ○ Identify: <ul style="list-style-type: none"> ▪ Detection/Identification of BWAs ▪ Detection/Identification of nucleic acid biomarkers ▪ Detection/identification of unknown chemicals/CWAs/TICs/TIMs ▪ Biological analysis/white powder analysis ▪ Radiological data analysis and interpretation ▪ Basic wet chemistry capability ▪ Reach back to state and federal laboratories ▪ Secure and nonsecure interface to the Unified Command suite for the transmission of digital sample information ▪ Environmental confirmation of sample ○ Determine Contaminate Area <ul style="list-style-type: none"> ▪ Conduct initial assessment of the affected area ▪ Locates source of CBRN or other hazards ▪ Develop plume model ▪ Collects CBRN samples for confirmatory analysis ▪ Provides continual monitoring through the use of detection equipment ○ 54th CST provides expert advice to public health and EMS health providers for incidents involving chemical, biological, and radiological hazards. ○ 54th CST can provide BioWatch phase I-II and other environmental sampling. • CBRN Enhanced Response Force Package (CERFP) <ul style="list-style-type: none"> ○ Designed to operate at the local, state, regional, and national level ○ 80% commercial off-the-shelf (COTS) equipment ○ HAZMAT Awareness and Operations level certified ○ All members trained in ICS 100b, 200b, 700a and 800b ○ Communications - reach back and incident area interoperable systems ○ Each component (capability) can be deployed on an individual basis or as needed basis ○ Command Cell <ul style="list-style-type: none"> ▪ Conduct planning and coordination ▪ Develop Incident Action Plans (IAP) ▪ Oversee IAP execution ▪ Conduct sustainment operations ▪ Conduct deployment operations ▪ Conduct redeployment operations ▪ Manages the lifesaving capabilities of the CERFP ▪ Interfaces with both the IC and the military chain of command ▪ Provides operational tracking of casualties, personnel, equipment, and mission accomplishment



Agency	Functions
	<ul style="list-style-type: none"> ○ Search and Extraction <ul style="list-style-type: none"> ▪ Conduct search operations ▪ Conduct rope rescue operations ▪ Conduct lifting/loading operations ▪ Conduct confined space operations ▪ Conduct S&E tasks below IDLH levels in NFPA Class 2 PPE with PAPR ○ Decontamination <ul style="list-style-type: none"> ▪ Establish DECON site ▪ Conduct ambulatory/non-ambulatory clothing removal, decontamination, monitoring, and redress operations ▪ Establish equipment and personnel property decontamination stations ▪ Establish and maintain a hazardous waste site ▪ Conduct technical decontamination ▪ Ability to conduct deliberate DECON with a through-put of 75 non-ambulatory and 225 ambulatory per hour as an operational goal dependent on number of injuries and hazard of the incident site ▪ Under the C2 of the CBRN-TF or CERFP commander, the DECON Element will establish the mass casualty decontamination corridors and identify the Hot, Warm, and Cold Zones ▪ The DECON trailer has a through-put of 234 ambulatory per hour with a 2-minute wash and 2-minute rinse cycle ○ Medical <ul style="list-style-type: none"> ▪ Perform mass casualty triage ▪ Provide lifesaving medical stabilization ▪ Coordinate transportation to higher levels of care ○ Fatality Search and Recovery Team <ul style="list-style-type: none"> ▪ Collect, catalog, and hold human remains until appropriate medical examiner /coroner takes custody ▪ Management of contaminated remains waste ▪ Conduct search and recovery operations for human remains in a contaminated area • Coordinates the removal of contaminated remains only within the CERFP area of operations
<p>Wisconsin State Laboratory of Hygiene</p>	<ul style="list-style-type: none"> • Maintain a plan for collaborative emergency response with: <ul style="list-style-type: none"> ○ LPDH laboratories ○ Wisconsin Veterinary Diagnostic Laboratory ○ Department of Agriculture, Trade & Consumer Protection Bureau of Laboratory Services ○ State Crime Laboratory • Perform testing of emergency-related specimens; in cases where the WSLH does not have the required testing capability, locate laboratories with the testing capability and facilitate specimen transport and testing at those laboratories. • Provide ongoing information and guidance to sentinel laboratories regarding their roles and responsibilities, specimen collection, testing and transport, and laboratory safety.



Agency	Functions
	<ul style="list-style-type: none"> • Provide written instructions on specimen collection and proper packing and transport of specimens for testing to state and local public health agencies and other response partners. • Coordinate the use of statewide repositories and alternative courier systems and the utilization of local public health laboratory field representatives; maintain the inventories of repositories. • Provide telephone, written results, or both including Wisconsin Clinical Laboratory Network (WCLN) and CDC results, to state and local public health agencies and specimen submitters; provide written results, including WCLN and CDC results, to local public health agencies, in addition to submitters, for terrorism related specimens. • Conduct a laboratory response debriefing to evaluate the laboratory response and identify improvements within one month after the emergency has passed.
Wisconsin Department of Transportation: Wisconsin State Patrol	<ul style="list-style-type: none"> ▪ Support SNS response activities, as requested. ▪ Specimen transport from hospitals to WSLH.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	<ul style="list-style-type: none"> • Provide emergency first aid, supportive counseling, and health care for minor illnesses and injuries to incident survivors in mass care shelters and other sites. • Assist community health personnel as available. • Provide supportive counseling. • Provide available personnel to assist in temporary infirmaries, immunization clinics, hospitals, and nursing homes. • Acquaint families with available health resources and services and make appropriate referrals. • At the request of WI DHS, provide blood products and services as needed through regional blood centers. • Support reunification efforts through the Safe and Well program.
Medical Reserve Corps (MRC)	<ul style="list-style-type: none"> • Provide volunteers to support ESF 8 activities.

4. Supporting Documents

4.1. Agency-Specific Plans and Procedures

4.1.1. Public Health Emergency Plan

4.1.1.1 Describes systems for response to:

- (1) Bioterrorism, other infectious disease outbreaks and other public health threats and emergencies (BOIDDOOPHTE)
- (2) Chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents



- 4.1.1.2 Identifies the necessary structure to allow the participants to call upon outside resources
- 4.1.1.3 Provides for the protection of health care providers, emergency responders, and residents in the incidence of a natural or unnatural outbreak of an infectious disease
- 4.1.1.4 Provides authority and powers for local public health departments to request interstate mutual aid through Wis. Stat. § 66.0312
- 4.1.2. Wisconsin Pandemic Influenza Operational Plan
 - 4.1.2.1 Ensures public health continuity of operations during each phase of a pandemic
 - 4.1.2.2 Ensures surveillance and laboratory capability during each phase of a pandemic
 - 4.1.2.3 Implements community mitigation interventions
 - 4.1.2.4 Acquires and distributes medical countermeasures
 - 4.1.2.5 Ensures mass vaccination capability during each phase of a pandemic
 - 4.1.2.6 Ensures communication capability during each phase of a pandemic
- 4.1.3. Wisconsin Mass Fatality Management Plan
 - 4.1.3.1 Provides for the capability to effectively perform scene documentation, including:
 - (1) Transportation, storage, documentation, and recovery of forensic and physical evidence
 - (2) The complete collection and recovery of the dead, victims' personal effects, and items of evidence
 - (3) Determination of the nature and extent of injury
 - (4) Identification of the fatalities using scientific means
 - (5) Certification of the cause and manner of death
 - 4.1.3.2 Addresses decontamination of remains and personal effects (if required)
 - 4.1.3.3 Provides for the development and maintenance of collaborative agreements state-wide to provide these services in mass casualty incidents
- 4.1.4. Strategic National Stockpile Plan (SNS)

Provides for the redistribution of federal assets of the SNS to LPHDs, tribal health centers, and medical treatment facilities in response to bioterrorism or other public health emergencies.

4.2. National Response Framework ESF 8



Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
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18.			



Search and Rescue

ESF 9



Wisconsin Emergency Response Plan
Search and Rescue

ESF 9

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Wisconsin Emergency Response Plan
Search and Rescue

ESF 9

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Natural Resources (DNR) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Wisconsin Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Department of Administration (DOA)/Capitol Police Wisconsin Task Force 1 (WI-TF 1) Wisconsin Wing Civil Air Patrol (WI Wing CAP)
Non-Governmental Support Organizations	K9 Search and Rescue (K9 SAR) Teams Wisconsin Trail Ambassadors
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA) Air Force Rescue Coordination Center (AFRCC) US Coast Guard (USCG)

1. Introduction

1.1 Purpose

- 1.1.1 This ESF provides insight and guidance for state agencies in the deployment and employment of state, tribal, federal, and private agency resources for search and rescue (SAR) and urban search and rescue (US&R) incidents.

1.2 Scope

ESF 9 covers several types of search and rescue. Depending upon which category of SAR is required, the organizational structure of the response may change (see section 2.2.4

- 1.2.1.1 for additional details). The types of Search and Rescue utilized in the State of Wisconsin are:

Aeronautical Search and Rescue (SAR): Aeronautical SAR involves the use of fixed wing aircraft, unmanned aerial systems, rotary wing aircraft, and other aerial platforms and other non-aerial SAR resources to locate and rescue people who were traveling by air and whose approximate location cannot be reasonably determined to be within a particular jurisdiction. In some cases, aeronautical searches in Wisconsin areas extend beyond state and even national boundaries. Aeronautical SAR typically transitions to Maritime SAR or Land SAR operations after the missing aircraft has been located. This plan outlines general roles and responsibilities for Wisconsin's ESF-9 supporting agencies when conducting intrastate, interstate, or international searches.



Maritime Search and Rescue (SAR): Involves operations in or over waterways including the Mississippi River, the Great Lakes, and Lake Winnebago, using boats, fixed and rotary wing aircraft, underwater diving equipment, unmanned aircraft, and other specialized resources.

1.2.1.2 Near Maritime Search and Rescue: SAR operations in coastal/shoreline areas with both land and water components are often called "Near Maritime" Operations.

(1) Land Search and Rescue (SAR): Involves search and rescue operations on land or inland waterways in Wisconsin (except the Mississippi River and Lake Winnebago). Note: Land SAR operations are often conducted with both land and

1.2.1.3 aerial SAR assets. Land SAR can be divided into two different categories:

(1) Wilderness SAR: Wilderness Search and Rescue involves operations in mountainous or wilderness areas of Wisconsin where rescuers must traverse unimproved areas presenting dangers and hazards not normally encountered in inhabited areas. Wilderness Search and Rescue often involves specialized equipment, ropes, and harnesses for the safety of both rescuers and victims.

(2) Urban Search and Rescue (US&R): Involves the location, rescue, extrication, and initial medical stabilization of victims trapped in confined spaces. Structural collapse is most often the cause of victims being trapped, but victims may also be trapped in transportation accidents, mines, and collapsed trenches. Urban Search and Rescue is considered a "multi-hazard" discipline as it may be needed for a variety of emergencies or disasters, including earthquakes, hurricanes, typhoons, storms and tornadoes, floods, dam failures, technological accidents, terrorist activities, and hazardous materials releases. US&R Task Forces are also trained and qualified to perform or manage wide-area searches and provide general incident support.

1.2.1.4

1.2.1.5 Catastrophic Incident Search and Rescue (CISAR): Civil SAR operations carried out as all or part of the response to an emergency or disaster declared by the President, under provisions of the NRF and federal ESF #9 Annex. These operations may involve aeronautical, maritime (including near maritime), and land SAR operations.

Technical Rescue: Technical Rescue may play a role in aeronautical, maritime (including near maritime), and land search and rescue missions. Technical Rescue involves the use of tools and skills beyond those normally employed by first responders. Technical Rescue disciplines include, but are not limited to, rope rescue, confined space rescue, cave rescue, trench and excavation rescue, swift water rescue, ski and avalanche rescue, and underwater rescue.



ESF 9 encompasses incidents where senior elected officials, emergency managers, or local incident commanders request state level assistance in obtaining, managing, coordinating, deploying, or employing resources including:

- Fixed and rotary wing aircraft
- 1.2.2 Specialized equipment including radar, sonar, thermal and infrared imaging, specialized vehicles, and other equipment.
 - 1.2.2.1 Specialized teams such as urban search and rescue teams, collapse teams, dive teams, mountain and wilderness SAR teams, K9 SAR teams, and other specialized teams.
 - 1.2.2.2
 - 1.2.2.3 Public Safety Unmanned Aircraft Systems (UAS) coordinated through the ACG/Drone Network
 - 1.2.2.4 Ancillary search and rescue mission support is provided through the appropriate ESF including:
- 1.2.3
 - ESF 2 for communications support
 - 1.2.3.1 ESF 6 for survivor care and housing support
 - 1.2.3.2 ESF 7 for identifying resources
 - 1.2.3.3 ESF 8 for survivor medical care beyond that provided by ESF 9
 - 1.2.3.4 ESF 13 for mission security support, if needed
 - 1.2.3.5

1.3.1 **1.3 Policies**

- 1.3.2 No provision of this ESF is to create an obstruction to prompt and effective SAR actions by any agency to assist persons in distress.
- 1.3.3 Counties, tribes, and local jurisdictions are responsible for SAR and US&R within their respective jurisdictions.
 - 1.3.3.1 WEM is the state SAR/US&R coordination center. When requested by appropriate authorities, WEM supports requests for state, tribal, federal, privately-owned, and
- 1.3.4 Voluntary Organizations Active in Disaster (VOAD) resources.
 - 1.3.4.1 WEM is the lead coordinating agency for intrastate searches.
 - 1.3.4.2 WEM coordinates interstate and international SAR and US&R resource requests through:
 - 1.3.4.2 The Emergency Management Assistance Compact (EMAC)The State and Province Emergency Management Assistance Compact (NEMAC)
 - FEMA Region V
 - Air Force Rescue Coordination Center



US Coast Guard Sector – Lake Michigan

US Coast Guard Rescue Coordination Center - Cleveland

SAR or US&R resources recognized by WEM should be appropriately trained and credentialed in accordance with the standards of the National Incident Management

1.3.4.4 System (NIMS) or Wisconsin Credentialing and Asset Management (WICAMS) guidelines.

1.3.4.5

SAR/US&R resource identification, credentialing, and training:

1.3.5

FEMA 508-8 Search and Rescue sets credentialing standards for SAR/US&R teams.

1.3.5.1

(1) Wisconsin Regional Emergency All-Climate Training (REACT) Center provides training curricula and facilities for SAR and US&R teams.

(2) WEM provides credentialing guidelines for Wisconsin-based SAR and US&R teams.

1.3.5.2

SAR and US&R teams recognized by WEM:

1.3.6

Wisconsin state level SAR and US&R resources:

1.3.6.1

(1) Air SAR and US&R resources:

- (A) WING: Fixed and rotary wing aircraft
- (B) DNR: Fixed wing aircraft with specialized SAR equipment
- (C) WSP: Fixed wing aircraft and UAS with specialized SAR equipment
- (D) Capitol Police: Public safety unmanned aircraft systems (UAS)

(2) WI Wing CAP: Fixed wing aircraft and UAS with specialized SAR equipment

(A)

(B) Ground SAR and US&R resources:

(C) WING: US&R ground search team

(D)

DNR: Ground search teams

(3)

(A) WSP: Ground search teams

(B) WI Wing CAP: Ground search teams

1.3.6.2

(1) Non-governmental specialized search and rescue resources:

K9 SAR teams located throughout Wisconsin

Wisconsin Trail Ambassadors

Federal government resources:

US Army Corps of Engineers US&R program



US Coast Guard fixed and rotary wing aircraft and boats for searches in the Great Lakes and water adjacent searches.

ESF-9 supporting agencies are responsible for developing and maintaining their own agency personnel schedules, deployment policies, and safety procedures.

All supporting agencies will participate in ESF-9 planning reviews as well as other applicable planning meetings in support of the procedures outline below.

1.3.7

1.3.8 **2. Concept of Operations**

2.1 Mobilization Triggers

WEM activates ESF 9 whenever county, tribal, or local jurisdictions request state level support because locally available SAR or US&R resources are likely to be exhausted or there is a need for specialized equipment or personnel not available in that jurisdiction.

2.1.1

State Agencies and Federal partners may also request assistance with search and recovery. Examples include:

2.1.2

- 2.1.2.1 Air Force Rescue Coordination Center (AFRCC) may contact the Wisconsin Air Coordination Group to request assistance searching for a missing aircraft crossing state lines.
- 2.1.2.2 The Wisconsin Department of Justice may request assistance locating missing persons.

2.2 Organization

When a request for any type of SAR is received, WEM coordinates with state agencies, VOAD organizations, private sector partners, neighboring states, and the federal government to obtain or provide appropriate resources.

2.2.2

Specific procedures for mobilizing SAR and US&R resources are contained in the WEM DO Manual, State of Wisconsin Aviation Operations Guidelines, and other supporting documents referenced in section IV.

2.2.3

2.2.3.1

Air Coordination Group:

The State of Wisconsin utilizes the Air Coordination Group to manage and coordinate intrastate search operations. When an aerial search is requested by local authorities or deemed necessary, the Air Coordination Group meets to confirm search and rescue objectives, determine asset availability, and select appropriate assets to carry out the search. Additionally, the Air Coordination group works with local incident commanders to ensure aerial SAR operations are safe, effective, and efficient. Air Coordination Group members participate in a



coordination call hosted by the WEM Duty Officer (DO) or SEOC whenever aerial SAR operations are needed throughout the state. The following agencies are part of the Air Coordination Group:

- (1) Wisconsin Emergency Management (WEM)
- (2) Wisconsin National Guard (WING)
- (3) Wisconsin Department of Natural Resources (DNR)
- (4) Wisconsin State Patrol (WSP)
- (5) Wisconsin Wing Civil Air Patrol (WI Wing CAP)
- (6) Wisconsin Department of Administration - Capitol Police (DOA/CapPD)
- (7) Wisconsin Air Ambulance Association
- (8) Wisconsin Department of Transportation
- (9) Wisconsin Air National Guard Counter Drug Program
- (10) United States Coast Guard (USCG)

2.2.3.2

Air Branch Director: The WEM Administrator or designee appoints a representative to serve as the Air Branch Director or Air Coordination Group Incident Commander. The individual serving in this role coordinates with all participating agencies to:

- (1) Resolve conflicts between air mission tasks and schedules.
- (2) Coordinate aviation frequencies and communication protocol with the FAA and air operators performing response missions.
- (3) Coordinate with the FAA on mission needs for airspace restrictions and the identification and resolution of aviation safety issues.
- (4) Resolve aviation issues.
- (5) Identify air traffic and/or airspace management issues and coordinate with the FAA.

2.2.3.3

- (1) Coordinate air mission and ground support operations.
Provide guidance on incorporating UAS into the operations.
- (2) County Coordinator (ACG LNO to County EOCs):
The County Coordinator operates from the County EOC and assures appropriate communications links are established between the SEOC, County EOC, and airports within the county.
The County Coordinator provides updates on the status of the following:



Fuel Availability
Ground support available
Status of airports/runways

- (A) Helipads
- (B) Hanger space available
- (C) Other needs/information requirements, as appropriate.
- (D) See the State of Wisconsin Aviation Guidelines for additional information.
- (E)

The paragraphs below describe the lead organizations for each type of SAR in Wisconsin.

2.2.3.4 Note: CISAR and Technical Rescue are coordinated as needed by the appropriate organizations based upon the guidance below.

2.2.4

Aeronautical SAR:

2.2.4.1 Intrastate SAR:

- (1)
 - (A) Intrastate Aerial SAR operations are coordinated by WEM. If State of Wisconsin aviation resources are needed, WEM will convene the Air Coordination Group to select and deploy the best available assets.
 - (B) WEM may request federal assistance with SAR operations when specialized assets, equipment, personnel, or additional resources are needed to support the SAR mission. This support is typically coordinated through AFRCC and the USCG.
- (2)

(A) Interstate SAR:

- (B) AFRCC serves as the Responsible Agency for all incidents or missions involving overdue general aviation interstate flights, Department of Defense Aircraft, commercial aircraft, or missions of national concern.

2.2.4.2

- (1) WEM will coordinate state assets supporting interstate aerial search operations.

Maritime SAR:

- (2) Maritime SAR operations are coordinated through the US Coast Guard. In many cases, the USCG will directly coordinate operations and support with local jurisdictions. If additional resources are required, WEM and other Wisconsin agencies may assist with Maritime SAR when requested and able.

Near Maritime Operations: In cases where searches are likely to involve both land and maritime operations along the coastline of the Great Lakes, local jurisdictions, WEM, and the USCG coordinate search efforts based upon asset availability through the Wisconsin Air Coordination Group.



Land SAR:

Land SAR operations are coordinated by local authorities. When needed, local governments can request assistance from state agencies (DNR, WEM, WSP, etc.) through the WEM Duty Officer.

2.2.4.3

2.3 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 9 and is intended for use in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Receive and process SAR, US&R and resource requests. • Coordinate with interstate and federal partners to support search efforts, if needed. • Facilitate Air Coordination Group response activities. • Select best available SAR/US&R resource(s). • Contact selected resource. <ul style="list-style-type: none"> ○ Provide mission details. ○ Obtain estimated time of arrival (ETA). ○ Communicate team name and ETA with requesting agency. • Monitor the progress of SAR taskings during the incident. • Provide additional resources and support to incident commander, as required. 	DMA/WEM
<ul style="list-style-type: none"> • Assist in SAR operations, particularly in incidents involving waterways and rural areas. • Provide specialized equipment, such as aircraft, watercraft, ATVs, and snowmobiles in support of ESF 9 activities. • Conduct aerial searches as part of the Air Coordination Group. 	DNR
<ul style="list-style-type: none"> • When requested and authorized, provide trained US&R teams with necessary equipment to support local and tribal response efforts. • When authorized, provide specialized equipment, such as C-26, RC-26, UH-60 or LUH-72 aircraft in support of ESF 9 activities. 	DMA/WING
<ul style="list-style-type: none"> • Provide ground and air assets to facilitate SAR/US&R activities. • Provide specialized air and ground electronic direction finding teams to facilitate SAR/US&R activities, specifically for Emergency Locator, Transmitters (ELTs), Emergency Position Indicating Radio Beacons (EPIRBs), and Personal Locator Beacons (PLBs). • Provide cellular forensics to assist in SAR activities, when appropriate. • Provide FAA Air Traffic Control RADAR forensics to facilitate SAR activities. 	WI Wing CAP



Action Item	Agency
<ul style="list-style-type: none"> • Provide ground and air assets to facilitate SAR/US&R activities. • Provide fixed wing aircraft for daylight missions. Aircraft are outfitted with high definition cameras with GEO tagging capabilities and extreme zoom. • Provide ground-based thermal imaging equipment for day and night operations. • Provide unmanned aircraft with search lights, public address systems, and camera zoom capabilities. • Provide trained law enforcement officers, support vehicles, and communications systems for long duration events. • Provide UAS for day and night searches. • Provide operations liaisons to incident commanders, when requested. 	WisDOT/WSP
<ul style="list-style-type: none"> • Process requests for UAS assets. • Coordinate the response of UAS with other assets via the Air Coordination Group. • Provide UAS operators as liaisons to incident commanders, when requested. 	DOA/Cap PD
<ul style="list-style-type: none"> • When tasked, support SAR/USAR activities throughout the state. 	K9 SAR Teams
<ul style="list-style-type: none"> • Assist with SAR on trails, when appropriate. 	Wisconsin Trail Ambassadors
<ul style="list-style-type: none"> • Conduct SAR activities on the Great Lakes and water adjacent searches • Coordinate with and assist local and state SAR resources, as appropriate 	US Coast Guard

Table 2-2: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Ensure safe recovery of assets and personnel. • Participate in post-event hot wash events, as needed. • Provide inputs for after action reports, as needed. 	All Agencies

3. Supporting Documents

3.1.1 3.1 Attachments

3.1.2 US Coast Guard Sector Map (District 9)

3.2.1 Wisconsin Air Ambulance Map

3.2.2 3.2 Other Agency Plans and Documents

3.2.3 Wisconsin Fire Service Emergency Response Plan, Wisconsin State Fire Chiefs Association, June 2008.

3.2.5 National Response Framework ESF 9.

3.2.6 Wisconsin Aviation Operations Guidelines

Wisconsin Emergency Management Duty Officer Manual

National Search and Rescue Plan of the United States

Memorandum of Understanding – Wisconsin Wing Civil Air Patrol and Wisconsin Department of Military Affairs Dated 4-21-2018.



Wisconsin Emergency Response Plan
Search and Rescue

ESF 9



Wisconsin Emergency Response Plan
Search and Rescue

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Table 3-1: Record of Changes

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Wisconsin Emergency Response Plan
Search and Rescue

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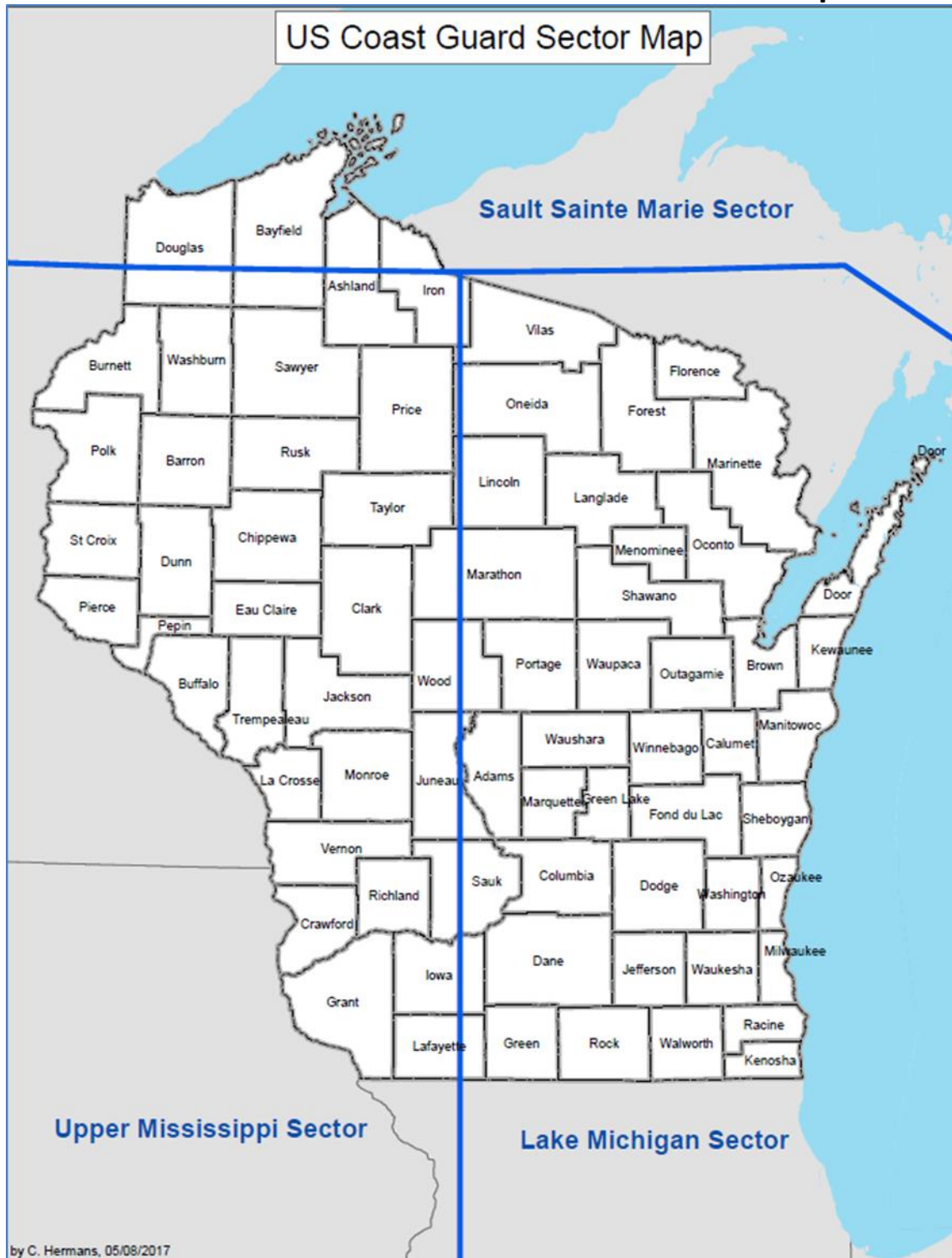


Wisconsin Emergency Response Plan
Coast Guard Sector Map

ESF 9

Attachment 2

United States Coast Guard District 9 Sector Map





Wisconsin Emergency Response Plan
Coast Guard Sector Map

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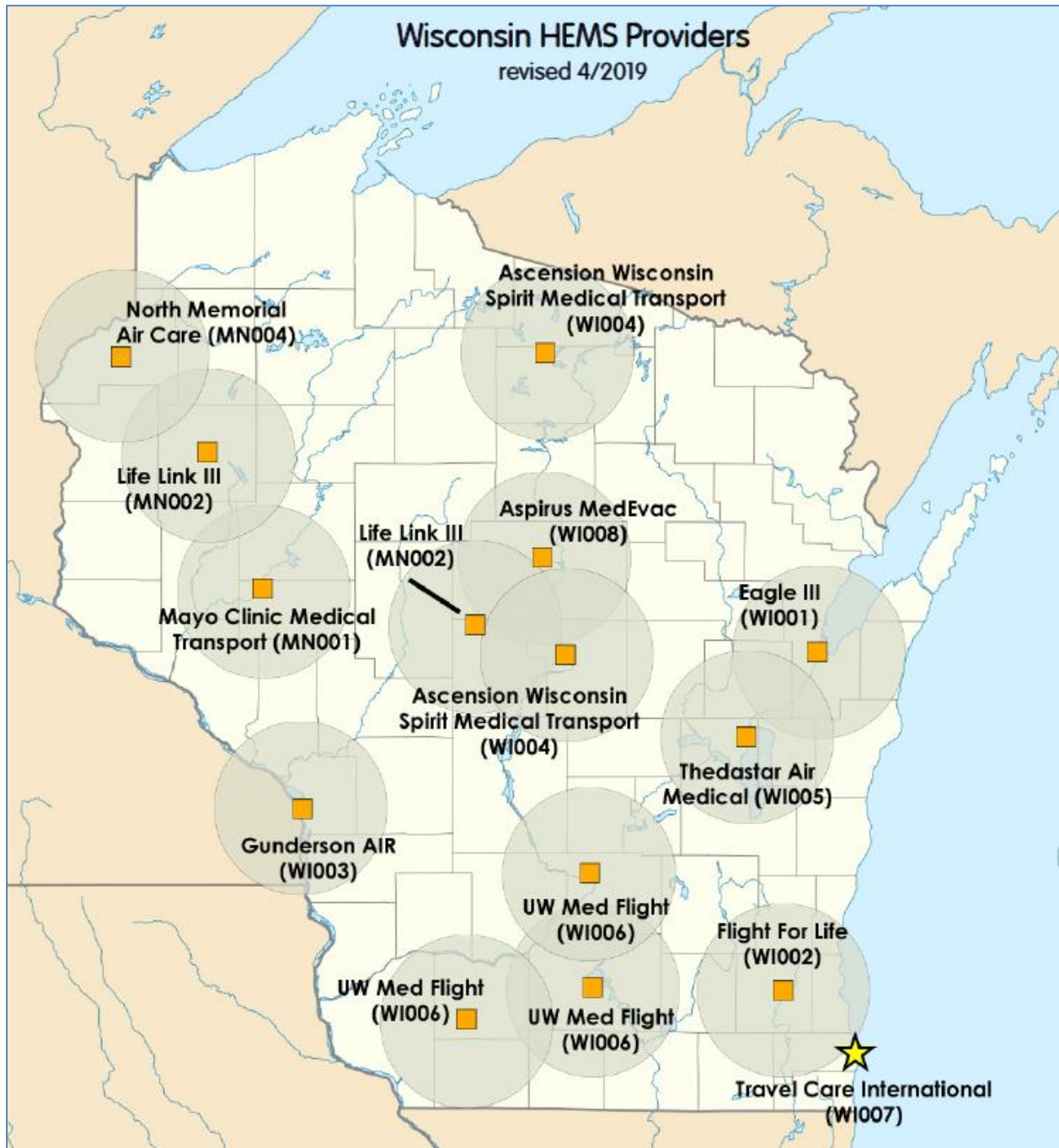
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Attachment 2

Wisconsin Helicopter EMS Providers





Wisconsin Emergency Response Plan
Wisconsin Helicopter EMS Providers

ESF 9
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Oil and Hazardous Materials

ESF 10



Wisconsin Emergency Response Plan
Oil & Hazardous Materials

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Oil & Hazardous Materials

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Natural Resources (DNR)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Justice (WI DOJ) Department of Health Services (DHS) Department of Transportation (WisDOT) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)
Non-Governmental Support Organizations	Mutual Aid and Box Alarm System – Wisconsin (MABAS WI) Wisconsin Hazardous Materials (Hazmat) Response System
Federal ESF Coordinating Agencies	Environmental Protection Agency (EPA) U.S. Coast Guard (USCG) Federal Bureau of Investigation (FBI) U.S. Department of Homeland Security (US DHS) Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

ESF 10 describes the coordinated state response providing support to local and tribal governments when responding to a natural or manmade, actual or potential release of chemical or biological materials. This includes a response to an actual or potential release of hazardous materials (hazmat) resulting from a transportation incident, fixed facility incident, natural disaster, or terrorist attack. It also describes the state response to serious hazmat incidents that are not defined as disasters. ESF 10 promotes coordination between federal, state, tribal, and local governments, as well as the private sector, when responding to these types of incidents.

Radiological hazardous incident response is not a part of this ESF but is addressed in the Radiological Nuclear Annex of the WERP.

1.2 Scope

- 1.2.1 ESF 10 describes the lead coordination roles and responsibilities among state agencies. It is applicable to all state departments and agencies with statutory responsibilities and assets to support state, local, and tribal response to actual or potential oil or hazardous materials incidents.
- 1.2.2 State agency response actions are determined by specific state statutes, state agency plans, and policies. Appropriate response and recovery actions can include efforts to detect, identify, contain, clean up, or dispose of released oil and hazardous materials.



- 1.2.3 The term hazardous material is synonymous with hazardous substances. Hazardous materials are those materials, wastes, substances, and mixtures that are inclusive with the definition of “hazardous substance” as provided under the Clean Air Act, Title 40, Code of Federal Regulations.
- 1.2.4 The legal definition of a hazardous substance and hazardous waste is found in § 292.01(5) and §299.01(6) of the Wisconsin Statutes, while hazardous substance spills are defined in § 292.11 of the Wisconsin Statutes.

1.3 Policies

- 1.3.1 The DNR is authorized by § 23.09(4) of the Wisconsin Statutes to provide support to local and tribal governments and is the lead state agency for hazmat incidents on federal, state, county, and tribal lands, unless it involves agricultural chemicals.
- 1.3.2 The DATCP is the lead agency when the substance is an agricultural chemical. DATCP will respond consistent with § 94.73 of the Wisconsin Statutes and the Memorandum of Understanding, titled “Discharge of Hazardous Substances, March 2005,” with DNR.
- 1.3.3 Wisconsin Statutes § 254.02 names DHS as “the lead state agency for health risk assessment”. Further, Wis. Stat. § 254.02 directs DHS to “assess the acute and chronic health effect from occupational or environmental human health hazards exposure” and for state agencies and local health departments to “report known incidents of environmental contamination to the department”.
- 1.3.4 Incidents are managed utilizing the Incident Command System (ICS) and function using the Unified Command System.
- 1.3.5 The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) requires that a release of oil and hazardous materials be reported to the National Response Center (NRC) as specified in Title 40, Code of Federal Regulations.
- 1.3.6 The request for local fire resources is accomplished through the use of local/county dispatch, automatic aid, mutual aid and/or the activation of the Mutual Aid Box Alarm System—Wisconsin (MABAS WI) once local resources are exhausted.
- 1.3.7 For the purposes of this ESF, the term ‘Local/County Hazmat Team’ means ‘Local Emergency Response Team’ as defined in Wis. Stat. § 323.70(1)(c).

2. Concept of Operations

2.1 General

In the event of an actual or potential release of hazardous materials in the state, which presents a threat to public health and safety or the environment, this ESF or portions of it may be implemented. ESF 10 provides for a coordinated response to discharges and releases of hazardous materials by committing the needed resources to the impacted area through various local, state, and federal agencies.



2.2 Organization

- 2.2.1 Emergency scene management shall be in accordance with the ICS.
- 2.2.2 The DNR, as the responsible agency for implementing ESF 10, will respond directly to the SEOC and report to the SEOC manager or WEM Duty Officer if the SEOC has not been activated. If the incident involves agricultural chemicals, DATCP will be the lead agency, working within a unified command system with the DNR, based upon a Memorandum of Understanding (MOU) between these two agencies.
- 2.2.3 The DATCP has the authority to respond to agricultural chemical releases as specified in § 94.73 of the Wisconsin Statutes and the MOU with DNR.
- 2.2.4 ESF 10 emergency operations will coordinate the resources of the DNR and other appropriate state agencies with the SEOC manager. In addition, DNR may request other resources from the EPA and USCG for the Great Lakes and Mississippi River, as needed.
- 2.2.5 The DNR coordinates with local and federal responders and provides implementation of the State Contingency Plan as specified in § 292.11 of the Wisconsin Statutes and the EPA National Oil and Hazardous Contingency Plan (NCP).
- 2.2.6 The reporting of chemicals present at fixed facilities, planning, training, exercising, and hazmat team response are components of the Emergency Planning and Community Right-To-Know Act (EPCRA), as administered by WEM. Under EPCRA, it is the responsibility of the DNR to report spills to WEM.
- 2.2.7 WEM maintains a database of information pertaining to facilities that store hazardous chemicals and extremely hazardous substances (EHS) as well as the amounts and location of chemicals at each of those facilities. Each county in Wisconsin has a Local Emergency Planning Committee (LEPC) that addresses chemical hazards present at permanent facilities and on transportation routes. EPCRA addresses the development of a comprehensive hazardous materials response plan. Planning for hazardous materials incidents is addressed in the County Wide/Strategic Plan (CW/SP), which is updated annually by each county. Offsite (OS) facility plans are a component of the CW/SP and address consequences should an EHS be released by a fixed facility and become a threat to the health and safety of the surrounding community and the environment. These plans may be used during a response to a facility.
- 2.2.8 Should additional resources be needed beyond the local capability, there are four Wisconsin hazardous materials response system taskforces comprised of 24 units (2 Type I teams, 9 Type II teams, and 12 Type III teams) contracted by WEM to respond to serious hazardous materials incidents. The closest responding hazmat unit will determine the level of response and will notify the WEM duty officer (DO). The responding hazmat unit is responsible for notifying the WEM DO that additional resources are requested. The Wisconsin National Guard 54th WMD CST is an additional resource available to identify an unknown hazard and advise on response measures.



- 2.2.9 There are approximately 39 designated local/county hazmat teams. Seventeen counties have contracted with neighboring counties and two have contracted with private clean-up contractors to respond to hazardous materials releases of a lesser nature. Local/county hazmat teams are contacted according to local response protocols.
- 2.2.10 There are private companies within the state with industrial fire brigades that have hazmat responsibilities within their company’s grounds. They may request assistance from the local/county hazmat team or the Wisconsin Hazardous Materials Response System, as appropriate.
- 2.2.11 Disposal of hazardous materials waste may be handled by a licensed, private clean-up contractor, with the responsible party liable for the costs of the response, removal, and remediation of the affected area.
- 2.2.12 WEM coordinates, through the SEOC, assistance that may be provided by volunteer groups or resources, or both, in support of the functions of this ESF (see ESF 7).
- 2.2.13 Responsible party means any person, as defined in §. 299.01 (10) Wis. Stat., or 42 U.S.C. § 9607(a), who is responsible for the emergency involving a release or potential release of a hazardous substance under §§. 323.70 (4), 323.71 (4), and 292.41 (1), Wis. Stat. or that are discharging a hazardous substance to which a response team was called to respond. The responsible party will:
 - A) Report spills in accordance with appropriate state and federal law and regulations.
 - B) Take appropriate actions to protect life, safety, property, and the environment.

2.3 Mobilization Triggers

- 2.3.1 Mobilization of a state or local hazmat team is predicated on the size or complexity of a hazardous materials incident (e.g., an incident that exceeds the capabilities available using local resources).
- 2.3.2 Local authorities request state assistance for an incident in their jurisdiction.

2.4 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This following those responsibilities that are unique to ESF 10 and is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Items	Agency
<ul style="list-style-type: none"> • In conjunction with locals, assess magnitude, extent, and potential duration of incident. • Ensure appropriate actions are taken to protect the health and safety of the public. • Receive notification of spills and incidents and initiate appropriate response measures. 	DNR DMA/WEM DHS DATCP



Wisconsin Emergency Response Plan
Oil & Hazardous Materials

ESF 10

<ul style="list-style-type: none"> • In conjunction with locals, assess magnitude, extent, and potential duration of incident. • Receive notification of spills and incidents through the Duty Officer System and initiate appropriate response actions. • The WEM Duty Officer will respond in accordance with the “Hazardous Materials and RND Response” Standard Operating Guidelines. <ul style="list-style-type: none"> ○ If not already deployed, the WEM Duty Officer will request the deployment of the closest available hazmat team or 54th WMD CST. ○ The WEM Duty Officer will notify the DNR Duty Officer of the request for assistance. 	WEM
<ul style="list-style-type: none"> • Recommend activations of ESF 10 and agency personnel based on incident assessment and local need. 	DNR
<ul style="list-style-type: none"> • Take actions necessary to protect public health, safety, and prevent damage to property. • Report spills or other incidents involving hazardous materials to appropriate authorities 	Responsible Party
<ul style="list-style-type: none"> • Minimize damage and impact to natural resources by allocating and coordinating resources in accordance with ESF 7. 	DNR DMA/WEM
<ul style="list-style-type: none"> • Support law enforcement, fire, and emergency medical activities, as required. 	DMA/WEM
<ul style="list-style-type: none"> • Provide staff support to the county EOC, local jurisdictions or facilities, as requested. 	DNR DATCP DMA/WEM
<ul style="list-style-type: none"> • Coordinate with the Wisconsin Hazardous Materials Response System. 	DNR DMA/WEM
<ul style="list-style-type: none"> • Coordinate with appropriate federal agencies, such as US DHS, FBI, and EPA, per ESF 13. 	DMA/WEM
<ul style="list-style-type: none"> • Coordinate decontamination and other cleanup efforts, as necessary. Ensure agency personnel have been decontaminated, when applicable. 	DNR Local
<ul style="list-style-type: none"> • Assist other agencies with assessment and communication of potential health risks to the public. • Assist other agencies with communication of necessary response measures (e.g. evacuation, shelter-in-place). 	DHS

Table 2-2: Short-Term Recovery Activities

Action Items	Agency
<ul style="list-style-type: none"> • Ensure the proper environmental cleanup and waste disposal of oil, hazardous materials, or other contaminants that could impact public health or the environment. 	DNR DATCP Local DHS
<ul style="list-style-type: none"> • Assist with the safe reentry of evacuees into the affected area(s). 	DMA/WEM WisDOT/WSP DMA/WING DNR DHS
<ul style="list-style-type: none"> • Perform cost recovery measures for expenses related to the incident that meet legal requirements and can be passed on to the responsible party, if applicable. 	Local DNR DATCP
<ul style="list-style-type: none"> • Coordinate with SEOC staff on demobilization of hazmat teams and other response personnel. 	DMA/WEM DNR
<ul style="list-style-type: none"> • Inventory equipment used during response activities and repair or replace, as needed. 	Local DNR
<ul style="list-style-type: none"> • Conduct after-action critique of the overall response and recovery efforts. 	DNR DMA/WEM



3. Agency Responsibilities

3.1 Lead Coordinating Agency – Wisconsin Department of Natural Resources

3.1.1 For all discharges involving agricultural chemicals see subsection 3.2.

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Natural Resources:	<ul style="list-style-type: none"> • Minimize damage/impact to natural resources and the environment. • Serve as the lead agency for the response to oil and hazmat incidents and hazardous substance releases, except for agricultural chemicals (See DATCP authority below). Should the hazardous materials incident be related to an act of terrorism, the WI DOJ or a federal agency may be the lead agency. See Terrorism Annex. • Serve as lead agency for offsite cleanup of hazardous materials or wastes. • Monitor state waters suspected of contamination due to an emergency or disaster situation. • Provide staff support to the SEOC and local jurisdictions during an emergency or disaster situation, as necessary. • Provide assistance with the identification, containment, removal, and disposal of oil, hazardous materials, or other contaminants that could affect the public health or the environment. • Coordinate with federal and state agencies, as appropriate.



3.2 Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Agriculture, Trade and Consumer Protection	<ul style="list-style-type: none"> • Serve as the lead agency for the response to discharges or potential discharges of agricultural chemicals. • Implement the agriculture chemical cleanup program to assist in the response to releases of agricultural chemicals. • Provide assistance for the identification, containment, removal, and disposal of the chemical(s) or other contaminant(s) that could affect public health or the environment. • Respond, through the Toxic Response Team, to the deaths of food production animals associated with suspected discharges of hazardous or unknown materials. • Provide a public consumer protection hotline for information relating to the discharge of an agricultural chemical during an emergency. • As specified in ESF 11, serve as the lead agency for response to a food product that may be contaminated by a hazardous substance. • Provide outreach and recovery assistance through the Wisconsin Farm Center to farmers affected by release of hazardous substances. • Serve in the SEOC and provide assistance to DNR for DNR-lead events that may have an impact on agricultural activities. • Provide support to other agencies and the public during an emergency to ensure that consumers are protected from unfair practices (e.g. gas gouging, etc.) • Provide laboratory analyses, through the DATCP Bureau of Laboratory Services, of unknown materials or hazardous substances as part of an investigation, especially as it relates to food, feed, or other consumer products. • Issue stop sale and movement orders on materials that may be considered hazardous substances under § 100.37 of the Wisconsin Statutes. • Review DATCP-required emergency response plans at agricultural chemical facilities.
Department of Health Services:	<ul style="list-style-type: none"> • Work with federal, state, and local agencies (e.g. public health, human services, social services, environmental, others) and health care providers to assess and communicate the potential health, psychological, and social impacts regarding releases or threatened releases of oil and hazardous materials to the environment. • Provide technical assistance and guidance on public health issues, including evacuation and re-entry decisions, clean-up, mitigation, field sampling and monitoring, and human health assessments. • In collaboration other state and local agencies, develop and provide public messaging, including fact sheets, message maps, and media releases.
Department of Justice	<ul style="list-style-type: none"> • Provide state fire marshals who will assist in the investigation of fires or explosions related to the release of hazardous materials to determine cause and origin. • Provide crime scene and lab services to assist in the investigation of an incident, particularly should there be a possible terrorist link. • If the incident is determined to involve a criminal or terrorist act, staff will assist in the investigation of the incident.
Department of Transportation	<ul style="list-style-type: none"> • Coordinate assistance with other state agencies, as requested. • Assist with traffic control providing personnel and materials, as required.



Agency	Functions
	<ul style="list-style-type: none"> • Arrange for specialized equipment such as front-end loaders, backhoes, and materials such as sand to create emergency containment areas or dikes.
Department of Transportation: Wisconsin State Patrol	<ul style="list-style-type: none"> • Assist with security, traffic control, and law enforcement support in coordination with local law enforcement. • Provide truck inspectors who are trained to respond to an incident involving the release of a hazardous material and who can enforce federal motor carrier laws on the transportation of hazardous materials. • Provide aerial reconnaissance of the affected area.
Department of Military Affairs: Wisconsin Emergency Management	<ul style="list-style-type: none"> • Dispatch hazmat coordinator, fire services coordinator, and regional directors to establish contact with local jurisdictions, as necessary. • Establish and maintain direct communication and coordination with local governments affected by the emergency or disaster situation. • Coordinate assistance with other state agencies as requested by DNR. • Coordinate with federal agencies in accordance with ESF 5. • Coordinate with the Wisconsin Hazardous Materials Response System to assist county teams, when appropriate.
Department of Military Affairs: Wisconsin National Guard	<ul style="list-style-type: none"> • Provide liaison to SEOC, local EOC and Incident Command Post (ICP), as necessary. • Upon activation, provide support in the following areas: <ul style="list-style-type: none"> ○ Support to law enforcement: <ul style="list-style-type: none"> Traffic control, road block and check points Quarantine enforcement Site security and critical infrastructure protection Presence patrol Hazardous Chemical Identification Hazardous Chemical, biological, radiological, nuclear, or explosive identification (54th WMD CST) ○ Transportation <ul style="list-style-type: none"> Air and Ground ○ Medical <ul style="list-style-type: none"> Transport Limited treatment ○ Engineer <ul style="list-style-type: none"> Debris clean-up Structure stabilization Damage assessment • Questions or requests for assistance should be directed to the WEM DO or the SEOC, when it is staffed.
	<ul style="list-style-type: none"> •

3.3 All Other Agencies

Table 3-3: Other Agencies Functions

Agency	Functions
Local Government/County Emergency Management Organizations/Tribal Government:	<ul style="list-style-type: none"> • Local public safety organizations are generally the first government representatives at the scene. It is expected that



Agency	Functions
	they initiate public safety measures necessary to protect public health and welfare.
Volunteer Agencies:	<ul style="list-style-type: none">• DNR may utilize the services of organized volunteers as appropriate to their training or skills.

3.4 Federal Support and Interface

Federal assistance is available from the U.S. Department of Homeland Security (US DHS), the EPA, the U.S. Department of Justice (US DOJ), and other federal agencies identified through the National Response Framework (NRF), ESF 10. Federal assistance, if provided, will be coordinated through the SEOC. The SEOC will be kept current on all issues involving the use of federal resources.

4. Supporting Documents

4.1 Attachments

- 4.1.1 Hazmat Teams Map
- 4.1.2 Wisconsin Local/County Hazmat Response Teams

4.2 Agency-Specific Plans and Procedures

- 4.2.1 DNR State Contingency Plan
- 4.2.2 Wisconsin Fire Service Emergency Response Plan (MABAS), Field Operations Guide

4.3 References

- 4.3.1 DATCP Memorandum of Understanding with DNR titled "Discharge of Hazardous Substances, March 2005"
- 4.3.2 Wisconsin Hazardous Materials Response System Operations Plan
- 4.3.3 National Response Framework ESF 10



Table 4-1: Record of Change

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Agriculture and Natural Resources

ESF 11



Agriculture & Natural Resources

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Agriculture & Natural Resources

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Agriculture, Trade & Consumer Protection (DATCP)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Public Instruction (DPI) Department of Transportation (WisDOT) University of Wisconsin-Extension (UW-Extension) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Wisconsin Historical Society Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Non-Governmental Support Organizations	American Red Cross Wisconsin Agro-Security Resource Network (WARN) Wisconsin Animal Reserve Corps (WARC)
Federal ESF Coordinating Agencies	U.S. Department of Agriculture (USDA)

1. Introduction

1.1. Purpose

To coordinate state and federal activities in support of local, county, and tribal authorities' response to an incident involving agriculture, food, and natural or cultural resources.

1.2. Scope

- 1.2.1 Control and eradicate or manage foreign animal diseases (including infectious, non-infectious, and zoonotic diseases), exotic plant diseases, and pest infestation.
- 1.2.2 Respond to contamination from agrichemicals and investigate unexplained food-chain animal deaths through an integrated Toxic Response Team.
- 1.2.3 Ensure food safety and work with industry to provide adequate food supplies during an emergency.
- 1.2.4 Provide nutrition assistance.
- 1.2.5 Provide support for ensuring the safety and well-being of household pets and large animals.
- 1.2.6 Protect natural and cultural resources and historic properties (NCH) resources prior to, during, and after a disaster.
- 1.2.7 Provide financial advising, counseling vouchers, and producer mediation and arbitration services.
- 1.2.8 Provide technical assistance and administer grants for soil and water conservation and other engineering practices.



1.3. Policies

1.3.1 The DATCP, in accordance with Chapters 93, 94, 95, and 97 of the Wisconsin Statutes:

1.1.3.1. Has broad authority to:

- (1) Investigate and control animal diseases.
- (2) Investigate and eradicate plant infestations and exotic pest species.
- (3) Ensure the safety of our food supplies through inspections and other activities under DATCP authorities.
- (4) Respond to agrichemical releases.
- (5) Provide assistance to producers on conservation and engineering practices.
- (6) Provide producers with various types of business assistance.

2.1.3.1. May:

- (1) Test animals.
- (2) Impose quarantines on diseased plants and animals.
- (3) Regulate imports and movement of animals and plants.

1.3.2 The DNR, in accordance with Chapters 1, 23, 29, 95, 254, 283, 285, 289, and 291 of the Wisconsin Statutes:

1.1.3.2. Has authority for:

- (1) Natural resources.
- (2) Wildlife that may be affected by a foreign animal disease.
- (3) Environmental regulations for activities conducted as part of ESF 11, including carcass management and incineration.

2.1.3.2. Establishes statewide soil and water conservation standards.

1.3.3 The Wisconsin Historical Society is authorized under §§ 44.24, 44.29, 44.40, and 157.70, Wis. Stats. to:

1.1.3.3. Serve as the principal historic preservation agency of the state.

2.1.3.3. Identify historic and archeological sites.

3.1.3.3. Review state or federal funded, licensed, and permitted activities that affect cultural and historic properties.

4.1.3.3. Protect human burials from disturbance.

1.3.4 The WI DHS in accordance with Chapters 250, 252, and 254 of the Wisconsin Statutes:

1.1.3.4. Has general powers and duties including:



- (1) General supervision throughout the state of the health of citizens.
- (2) Execute what is reasonable and necessary for the prevention and suppression of disease.
- (3) Investigate the cause and circumstances of any special or unusual disease or mortality.

2.1.3.4. For communicable diseases the department may require:

- (1) Isolation of patients.
- (2) Quarantine of contacts.
- (3) Concurrent and terminal disinfection.
- (4) Modified forms of these procedures.

3.1.3.4. The department is the lead state agency for health risk assessment and shall:

- (1) Assess the acute or chronic health effect from occupational or environmental human health hazards.
- (2) State agencies and local health departments shall report known incidents of environmental contamination to the department.

2. Concept of Operations

2.1. Mobilization Triggers

Mobilization triggers are specific actions that initiate DATCP's emergency response procedures.

Table 2-1: DATCP Mobilization Triggers

Division of:	Mobilization Triggers
Animal Health	<ul style="list-style-type: none"> • Rely on information from direct and indirect monitoring programs and on consumer/producer complaints as triggers for response. • Once a division has received individual complaints or results from direct and indirect monitoring that indicate a potentially significant issue, standard chain-of-command operating procedures are followed.
Food and Recreational Safety	
Agriculture Resource Management	
Trade and Consumer Protection	<ul style="list-style-type: none"> • Provide secondary response services in support of other DATCP divisions.
Management Services	
Agricultural Development	

The following list identifies which DATCP divisions mobilize for each response:

2.1.1 Foreign animal and plant diseases and pest infestation:

1.2.1.1. Division of Animal Health (DAH)

2.2.1.1. Division of Agriculture Resource Management (DARM)

3.2.1.1. Division of Food and Recreational Safety (DFRS)



- 2.1.2 Agrichemical release and unexplained food chain deaths:
 - 1.2.1.2. DARM
 - 2.2.1.2. DAH
- 2.1.3 Commercial food supply safety:
 - 1.2.1.3. DFRS
 - 2.2.1.3. DAH
- 2.1.4 Nutrition assistance:
 - 1.2.1.4. Division of Agricultural Development (DAD) (via Farm Center)
- 2.1.5 Animal disaster response:
 - 1.2.1.5. DAH
 - 2.2.1.5. DARM
- 2.1.6 Protection of natural and cultural resources and historic resources:
 - 1.2.1.6. DARM
 - 2.2.1.6. DAD (via Farm Center)
 - 3.2.1.6. Division of Management Services (DMS)
- 2.1.7 Financial advising, counseling vouchers, and producer mediation and arbitration services:
 - 1.2.1.7. DAD (via Farm Center)
- 2.1.8 Soil and water conservation:
 - 1.2.1.8. DARM
 - 2.2.1.8. DMS

2.2. Organization

- 2.2.1 ESF 11 emergency operations will coordinate the resources of DATCP and other supporting agencies and organizations with the State Emergency Operations Center (SEOC) manager and SEOC general staff.
- 2.2.2 DATCP may request other resources from local, tribal, other state or federal agencies, and private organizations, as needed.
- 2.2.3 For food- and agriculture-related emergencies, DATCP coordinates with local, tribal, state, and federal responders, private business, and non-governmental organizations, and provides for implementation of state response plans, as appropriate.
- 2.2.4 The DNR:



- 1.2.2.4. Coordinates with local, tribal, state, and federal agencies for emergencies that may impact natural resources of the state, including threatened and endangered resources and species.
- 2.2.2.4. Has authority over wildlife management and carcass management.
- 2.2.5 The Wisconsin Historical Society maintains responsibility for the protection of cultural and historical resources of Wisconsin.
- 2.2.6 Depending on the type of emergency, support agencies may work autonomously in providing their services.

2.3. ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. This section defines those activities that are unique to ESF 11, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

Table 2-2: Response Activities

Action Item	Agency
<p>Foreign animal and plant disease and pest infestation surveillance and response</p> <ul style="list-style-type: none"> • Implement the Foreign Animal Disease Response Plan or the Plant Industry Emergency Response Plan, as appropriate. • Use appropriate tools and authorities, including quarantine and movement permits for live animals and products, to contain or eradicate disease or infestation. • Issue advisories and protective action recommendations to the public, as necessary. 	<p>DATCP All</p>
<p>Agrichemical releases</p> <ul style="list-style-type: none"> • Deploy DATCP Toxic Response Team to investigate unexplained food-chain animal deaths. • Implement appropriate agrichemical resource management response plan. • Work with producers or agribusinesses as well as local and federal responders to support clean-up efforts. • Ensure that environmental issues are appropriately addressed. • Consult with state and local health officials about possible human health effects. 	<p>DATCP DNR WI DHS</p>
<p>Commercial food supply safety</p> <ul style="list-style-type: none"> • Implement the Wisconsin Food Defense Emergency Response Plan. • Manage the control and containment of a food-borne incident, including sample collection and analysis. • Issue advisories and protective action recommendations to the public, as necessary. • Coordinate responses among agencies, including local departments with responsibilities for inspecting food establishments. 	<p>DATCP WI DHS</p>



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Action Item	Agency
<p>Nutrition assistance</p> <ul style="list-style-type: none">• Coordinate with ESF 6 for the acquisition, release, and distribution of emergency food supplies through:<ul style="list-style-type: none">○ USDA Foods (DPI and ARC)○ The Emergency Food Assistance Program (WI DHS)○ The FoodShare Program (WI DHS)○ Voluntary organizations	DATCP DPI ARC WI DHS DMA/WEM WI VOAD
<p>Animal disaster response</p> <ul style="list-style-type: none">• Coordinate support to local and volunteer operations for animals affected by a disaster<ul style="list-style-type: none">○ Response<ul style="list-style-type: none">▪ <i>Assessment</i>▪ <i>Search and rescue</i>▪ <i>Collection of stray animals</i>▪ <i>Evacuation and shelter, including tracking of evacuated household pets</i>▪ <i>Zoo and sanctuary animal issues</i>▪ <i>Veterinary medical care and assistance</i>▪ <i>Human health risks</i>○ Recovery<ul style="list-style-type: none">▪ <i>Reunification of animals and owners</i>▪ <i>Placement of abandoned animals</i>▪ <i>Disposal of animal carcasses</i>	DATCP WisDOT DMA/WEM DNR WI DHS



3. Agency Responsibilities

3.1. Lead Agency – Department of Agriculture, Trade & Consumer Protection

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
DATCP: Agency as a whole	<ul style="list-style-type: none"> • Provide overall leadership, coordination, assessment, and technical assistance in response to: <ul style="list-style-type: none"> ○ Foreign animal and plant diseases and pest infestations ○ Animal disaster response ○ Land and water conservation issues ○ Agrichemical releases ○ Plant, food, milk, and dairy product contamination ○ Shortages of food supplies in large scale emergencies • Collect samples, forward to an appropriate laboratory, and review sample analysis reports. • Accumulate and assess contamination and disease information obtained from assessment teams, telecommunications industry, local emergency operations center, and other local, state, and federal agencies. • Coordinate and track the movements of incident-related resources to and from staging areas, including evacuation from and re-entry to an incident site. • Provide support agencies with current information concerning locations of disease or contamination outbreaks, extent of involvement, and available diagnostic information. • Provide information on local agricultural conditions, resources, and producers. • Through the DATCP Public Information Office (PIO) and in coordination with appropriate supporting agency PIOs: <ul style="list-style-type: none"> ○ Provide accurate, consistent, and timely information to the public. ○ Serve as a primary participant in a joint information center (JIC), if one is established. ○ Integrate information from federal counterparts. ○ Maintain contact with other states, through the Emergency Communications Plan developed by the Communication Officers of State Departments of Agriculture (COSDA). • Work with the Wisconsin Agro-Security Resource Network (WARN) as the main industry organization in an emergency. • Work with private industry in all agency response efforts, as appropriate, including ensuring adequate food supplies in large-scale emergencies.
DATCP: Division of Animal Health	<ul style="list-style-type: none"> • Investigate possible animal disease outbreaks. • Issue quarantine and movement control orders on affected livestock and premises. • Consult with stakeholders and partners on possible disease effects on livestock. • Provide technical advice for disposal of diseased animal carcasses to minimize spread of disease. • Deploy members of the Wisconsin Animal Response Corps, a Medical Reserve Corps unit established to respond to emergencies involving animals.



Agency	Functions
DATCP: Agrichemical Management Bureau	<ul style="list-style-type: none"> • Respond to agrichemical spills and oversee clean-up work. • Conduct investigations into food-chain animal deaths from unexplained causes to determine whether feed or agrichemical contamination has occurred. • Direct the deployment and operations of the Toxic Response Team.
DATCP: Land and Water Resources Management Program	<ul style="list-style-type: none"> • Provide engineering and technical assistance to counties and producers, as needed.
DATCP: Wisconsin Animal Response Corps	<ul style="list-style-type: none"> • Respond to local and state animal emergencies that exceed local or state capabilities, providing help with: <ul style="list-style-type: none"> ○ Animal care and treatment; vaccination ○ Rescue ○ Animal evacuation and sheltering ○ Animal mass casualty care ○ Specimen collection, decontamination, euthanasia, and necropsy ○ Other support activities

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Health Services	<ul style="list-style-type: none"> • Provide overall leadership, coordination, assessment, and technical assistance for public health needs in the event of a disaster or emergency involving food and agriculture incidents. • Conduct human health risk assessments and provide health consultations for agrichemical emergencies and spills with human health implications. • Provide assistance and epidemiology services in dealing with zoonotic diseases (animal to people) and foodborne outbreaks linked to licensed food establishments and other facilities. • Provide nutrition assistance from the Emergency Food Assistance and FoodShare Programs. • Facilitate access to behavioral health support for survivors and emergency responders.
Department of Natural Resources	<p>For animal and plant diseases and pest infestations</p> <ul style="list-style-type: none"> • Provide containment and quarantine assistance to prevent the spread of foreign animal diseases to or through non-domesticated animals. • Provide assistance with vector control and location of cleaning and disinfecting stations. • Conduct surveillance on susceptible wild animal species, as appropriate. • Reduce infected wildlife populations, as appropriate. • Provide heavy equipment for disposal operations, as available. • Assist with the transportation of soil, carcasses or debris, as appropriate.
	<p>For agrichemical responses</p> <ul style="list-style-type: none"> • Provide technical and other assistance, as necessary.



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Agency	Functions
Department of Public Instruction	<ul style="list-style-type: none"> • Coordinate with the American Red Cross to release USDA foods in a federally-declared disaster: <ul style="list-style-type: none"> ○ For congregate feeding during a presidentially declared disaster, release USDA foods as long as available and needed. ○ For household feeding during a presidentially declared disaster, release USDA foods only with prior approval from the USDA and per extent and length of time as determined by the USDA. • Coordinate with the American Red Cross for release of USDA foods in the absence of a federal declaration, but when ESF 6 determines circumstances warrant USDA foods distribution (defined in accordance with 7 CFR 250.3 as <i>Situations of Distress</i>): <ul style="list-style-type: none"> ○ For congregate feeding during a situation of distress involving a natural event, release USDA foods to the extent that USDA foods and funds for replacement are available. Release of USDA foods to be a maximum of 30 days. ○ For congregate feeding during a situation of distress involving a non-natural event, release USDA foods to the extent that USDA foods and funds for replacement are available, with prior approval from USDA, and per extent and length of time as determined by USDA. • For household feeding during a situation of distress, release USDA foods only with prior approval from USDA and per extent and length of time as determined by USDA.
Department of Transportation: Traffic Management Center	<ul style="list-style-type: none"> • Provide guidance for re-routing of traffic in and around an affected area. • Identify traffic control issues and needs, including the establishment of movement corridors. • Identify potential sources of outside assistance (e.g., contractors, equipment, sources, etc.). • Provide additional traffic control devices for law enforcement to use in a quarantine area or detour.
University of Wisconsin-Extension	<ul style="list-style-type: none"> • Provide surveillance assistance in the response mission areas. • Provide laboratory services for animal and plant-related analytical needs. • Provide system wide resources (e.g. UW School of Veterinary Medicine, Cooperative Extension Service system and personnel) to assist in diagnosis of animal disease. • Provide and distribute information regarding the incident.
Department of Military Affairs: Wisconsin Emergency Management	<ul style="list-style-type: none"> • Identify sources of equipment and supplies, including communications equipment and mobile command centers • Assist in providing personal protective equipment (PPE) necessary to facilitate the movement, destruction, and disposal of contaminated products or populations of large animals. • Provide additional communications to responders, especially in remote areas of the state. • Identify the locations and organizations capable of approved decontamination of individuals and equipment. • Establish a JIC and coordinate with other agencies' public information officers, when needed. • Assist in and coordinate the transportation of suspected diseased tissue samples to an appropriate diagnostic laboratory.



Agency	Functions
Wisconsin Historical Society	<ul style="list-style-type: none"> • Identify previously undiscovered cultural and historic resources in an affected area. • Assist with appropriate treatment of inadvertent discovery of human remains through ground disturbing activities associated with clean up. • Advise on proper treatment options and strategies to avoid, minimize, or mitigate damage caused by disaster or post-disaster activities.
Department of Military Affairs: Wisconsin National Guard	<ul style="list-style-type: none"> • Provide containment and quarantine assistance to prevent the spread of plant and animal disease, as appropriate. • Provide incident security and traffic control, including management of approved entry to a site. • Provide additional support within the mission and capability of the WING.
Department of Transportation: Wisconsin State Patrol	<ul style="list-style-type: none"> • Provide incident security, including management of approved entry and exiting to a site, law enforcement, and traffic control, as appropriate. • Provide assistance implementing stop movement orders. • Provide containment and quarantine assistance to prevent the spread of foreign animal and plant diseases. • Provide security protection to responders and persons within the quarantine area. • Provide additional communications resources. • Coordinate the local, state, and federal law enforcement response, as appropriate. • Assist in the coordination and transportation of suspected diseased tissue samples to an appropriate diagnostic laboratory.

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	<ul style="list-style-type: none"> • Coordinate sheltering operations with feeding operations at specified sites. • Identify and assess the requirements for food and distribution services on a two-phase basis: <ul style="list-style-type: none"> ○ Critical emergency needs immediately after the disaster ○ Longer-term sustained needs after the emergency is over • Coordinate the food distribution efforts of other volunteer organizations.
Wisconsin Agro-Security Resource Network	<ul style="list-style-type: none"> • Facilitate industry-wide awareness and response to an animal health emergency or crisis incident involving Wisconsin agriculture. • In concert with regulatory officials, quickly disseminate scientific, accurate information to media, producers and industry groups, and consumers.

3.4. Federal Government

Table 3-4: Federal Government Functions

Agency	Functions
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<p>USDA: Animal Plant Health Inspection Services</p>	<ul style="list-style-type: none"> • Provide technical resources in the response mission area. • Provide laboratory assistance through the National Animal Health Laboratory Network (NAHLN). • Provide an “Emergency Declaration”, when necessary. • Provide indemnification, to include the cost of animals, and costs associated with an incident. • Collect, collate, analyze, and disseminate technical and logistical information. • Define training requirements for casual employees, volunteers, and support agencies involved in eradication operations. • Issue declaration of the disease and define the infected area and control zones. • Work with the JIC to prepare information for dissemination to the public, media, producers, processors, and transportation industry. • Allocate funding for compensation to the owner of destroyed animals. • Restrict payment of compensation in cases of violation. • Consult with state and local authorities regarding eradication operations.
<p>USDA: Food Safety and Inspection Services</p>	<ul style="list-style-type: none"> • Control products suspected to be adulterated. • Issue plant closures. • Conduct food borne disease surveillance and field investigations.
<p>USDA: Food Nutrition Services</p>	<ul style="list-style-type: none"> • Coordinate the determination of nutrition assistance needs. • Obtain appropriate food supplies. • Arrange for delivery of supplies. • Authorize disaster food stamps. • Coordinate with states to release their USDA foods supplies to feed people at shelters and mass feeding sites or to distribute USDA foods to households, as appropriate. • Coordinate the replenishing of a state’s USDA foods supplies from other states or from USDA foods inventories, when necessary. • Seek authorization from the Secretary of Agriculture for special funding to buy or replenish USDA foods stocks.
<p>USDA: Farm Service Agency</p>	<ul style="list-style-type: none"> • Administer the State Emergency Board, which works with Wisconsin Emergency Management requesting county disaster declarations. • Administer assistance programs to producers when an emergency or disaster declaration is made, including disaster assistance program and farm loan programs.
<p>United States Department of Health & Human Services: Indian Health Service</p>	<ul style="list-style-type: none"> • Support coordination with tribal health authorities.
<p>United States Department of the Interior: Agency as a whole</p>	<ul style="list-style-type: none"> • Conduct resource assessments. • Provide the response resources of the National Interagency Fire Center (e.g., incident management teams, communications equipment, etc.).
<p>United States Food and Drug Administration: Agency as a whole</p>	<ul style="list-style-type: none"> • Provide technical assistance in the response mission area. • Provide laboratory assistance through the Food Emergency Response Network (FERN).



4. Supporting Documents

4.1. Attachments

4.1.1 Animal Disaster Response

4.2. Memoranda of Understanding

4.2.1 Department of Health Services/Division of Public Health

4.2.2 Letter of Understanding between Department of Public Instruction and American Red Cross Badger and South Central Wisconsin Region

4.3. Agency-Specific Plans and Procedures

4.3.1 Agrichemical Spill Response and Management Plan

4.3.2 Emergency Communications Plan, developed by the Communication Officers of State Departments of Agriculture (COSDA)

4.3.3 Food Safety Response Plan

4.3.4 Foreign Animal Disease Response Plan

4.3.5 Plant Industry Emergency Response Plan

4.4. Federal Response

4.4.1 National Response Framework, Third Edition, June 2016

4.4.2 Emergency Support Function #11 – Agriculture and Natural Resources Annex, June 2016



Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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Attachment 1

Animal Disaster Response Plan

***Animal Disaster Response
Plan***



Wisconsin Emergency Response Plan
Animal Disaster Response Plan

ESF 11
Attachment 1

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Wisconsin Emergency Response Plan
Animal Disaster Response Plan

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Agriculture, Trade and Consumer Protection (DATCP)
Wisconsin Governmental Support Agencies	Department of Children and Families (DCF) Department of Health Services (WI DHS) Department of Natural Resources (DNR) University of Wisconsin Extension (UW-Extension)
Non-Governmental Support Organizations	Adventist Community Services (ACS) American Red Cross (ARC) American Veterinary Medical Association Veterinary Medical Assistance Teams (AVMA VMAT) National Animal Rescue & Sheltering Coalition (NARSC) DATCP Wisconsin Animal Response Corps (WARC) Wisconsin Veterinary Medical Association (WVMA)
Federal Coordinating Agency	Federal Emergency Management Agency (FEMA)
Federal Supporting Agencies	U.S. Department of Health & Human Services (HHS) HHS National Veterinary Response Teams (NVRT) U.S. Department of Agriculture (USDA)/Animal Plant Health Inspection Services (APHIS), Veterinary Services USDA/APHIS, Animal Care USDA/APHIS, Wildlife Services

1. Introduction

1.1. Purpose

To coordinate agencies and organizations in supporting local and volunteer response and recovery operations for animals affected by a natural, technological, or human-caused disaster when local capabilities are overwhelmed.

1.2. Scope

1.2.1. Response

- 1.2.1.1. Assessment
- 1.2.1.2. Control and eradication or control foreign animal disease
- 1.2.1.3. Search and rescue
- 1.2.1.4. Collection of stray animals
- 1.2.1.5. Evacuation and shelter (including tracking) of evacuated household pets
- 1.2.1.6. Zoo and sanctuary animal issues
- 1.2.1.7. Veterinary medical care and assistance
- 1.2.1.8. Human health risks
- 1.2.1.9. Coordinate public information for response activities



1.2.2. Short-Term Recovery

- 1.2.2.1. Reunification of animals and owners
- 1.2.2.2. Placement of abandoned animals
- 1.2.2.3. Disposal of animal carcasses

1.3. Definitions

1.3.1. Household pet

A domesticated dog, cat, bird, rabbit, rodent, or turtle that:

- 1.3.1.1. Is traditionally kept in the home for pleasure rather than for commercial purposes.
- 1.3.1.2. Can travel in commercial carriers.
- 1.3.1.3. Can be housed in temporary facilities.
- 1.3.1.4. Does not include reptiles (except turtles), amphibians, fish, insects, arachnids, farm animals (including horses), or animals kept for racing purposes.

1.3.2. Service animal

- 1.3.2.1. The American with Disabilities Act of 1990 (ADA), as amended, defines a service animal as a dog of any breed or size, or a miniature horse that is individually trained to do work or perform tasks for an individual with a disability.
- 1.3.2.2. Wisconsin state law expands this definition to include guide dog, signal dog, or other animal that is individually trained or is being trained to do work or perform tasks for the benefit of a person with a disability, including:
 - (1) The work or task of guiding a person with impaired vision
 - (2) Alerting a person with impaired hearing to intruders or sound
 - (3) Providing minimal protection or rescue work
 - (4) Pulling a wheelchair
 - (5) Fetching dropped items
- 1.3.2.3. The crime deterrent effects of an animal's presence and the provision of emotional support, well-being, comfort, or companionship do not constitute work or tasks for the purposes of these definitions.
- 1.3.2.4. Qualified disabilities include physical, sensory, psychiatric, or other mental disability.
- 1.3.2.5. Service animals must be allowed entry into the shelter when the prospective shelter resident with a disability reports to staff that "this is my service (assistance or disability) animal".



1.3.2.6. Where a county or tribe has not adopted an expanded definition of service animal, apply the reasonable modification policy if an individual with a disability presents with an alternate species of service animal.

1.3.3. Livestock

Those domesticated species of animals used for human food or fiber or those species of animals used for service to humans, including:

1.3.3.1. Bovine animals

1.3.3.2. Equine animals

1.3.3.3. Goats

1.3.3.4. Poultry

1.3.3.5. Sheep

1.3.3.6. Swine other than wild or feral swine

1.3.3.7. Farm-raised deer

1.3.3.8. Farm-raised game birds

1.3.3.9. Camelids (e.g., llamas, alpacas, and camels)

1.3.3.10. Ratites (e.g., ostriches or emu)

1.3.3.11. Farm-raised fish

1.3.4. Exotic animal

An animal non-native to Wisconsin.

1.3.5. Any animal:

1.3.5.1. Of a feral nature

1.3.5.2. normally found in the wild in Wisconsin

1.3.5.3. not a domestic animal native to Wisconsin

1.3.6. Captive wildlife

Native or non-native undomesticated animal held in a controlled environment designed to prevent the departure of wildlife from the controlled environment.

1.4. Policies

1.4.1. The Pets Evacuation and Transportation Standards Act of 2006 amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster.



- 1.4.2. Under the Americans with Disabilities Act (ADA):
 - 1.4.2.1. Individuals with disabilities must be permitted to be accompanied by their service animals in all areas of a place of public accommodation where members of the public, program participants, clients, customers, patrons, or invitees are allowed to go.
 - 1.4.2.2. Service animals must be allowed entry into the shelter when the prospective shelter resident with a disability reports to staff that "this is my service (assistance or disability) animal".
- 1.4.3. There is no statutory authority in Wisconsin to forcibly evacuate persons and their pets from their residences, but once evacuated, authorities may restrict re-entry to specific hazardous areas. Residents who refuse to evacuate should be informed that:
 - 1.4.3.1. Future opportunities to evacuate may not exist.
 - 1.4.3.2. Emergency response services within the evacuated area may become unavailable.
 - 1.4.3.3. Return to the evacuated area may be restricted or prohibited.
- 1.4.4. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) provides guidance in the reception and management of service animals in emergency shelters.
- 1.4.5. The State of Wisconsin does not provide shelter for displaced captive wildlife. Owners of captive wildlife facilities should develop their own emergency plans.
- 1.4.6. WEM endorses the National Mass Evacuation Tracking System (NMETS) as the system of choice for tracking evacuated residents, their pets, and their belongings.

2. Concept of Operations

2.1. Mobilization

- 2.1.1. Initial awareness of the need for local animal disaster response support generally originates from one of the following sources:
 - 2.1.1.1. Local responders, Emergency Support Function (ESF) 11 personnel, or emergency management who notify:
 - (1) WEM Duty Officer (DO), who contacts:
 - (2) DATCP Division of Animal Health (DATCP/DAH), State Veterinarian's Office.
 - 2.1.1.2. Situational awareness in the event the SEOC is at Level 3 or higher, which may drive mobilization considerations in advance of a local request for support.
- 2.1.2. Upon notification, the State Veterinarian's Office:
 - 2.1.2.1. Completes an assessment to identify thresholds for action.



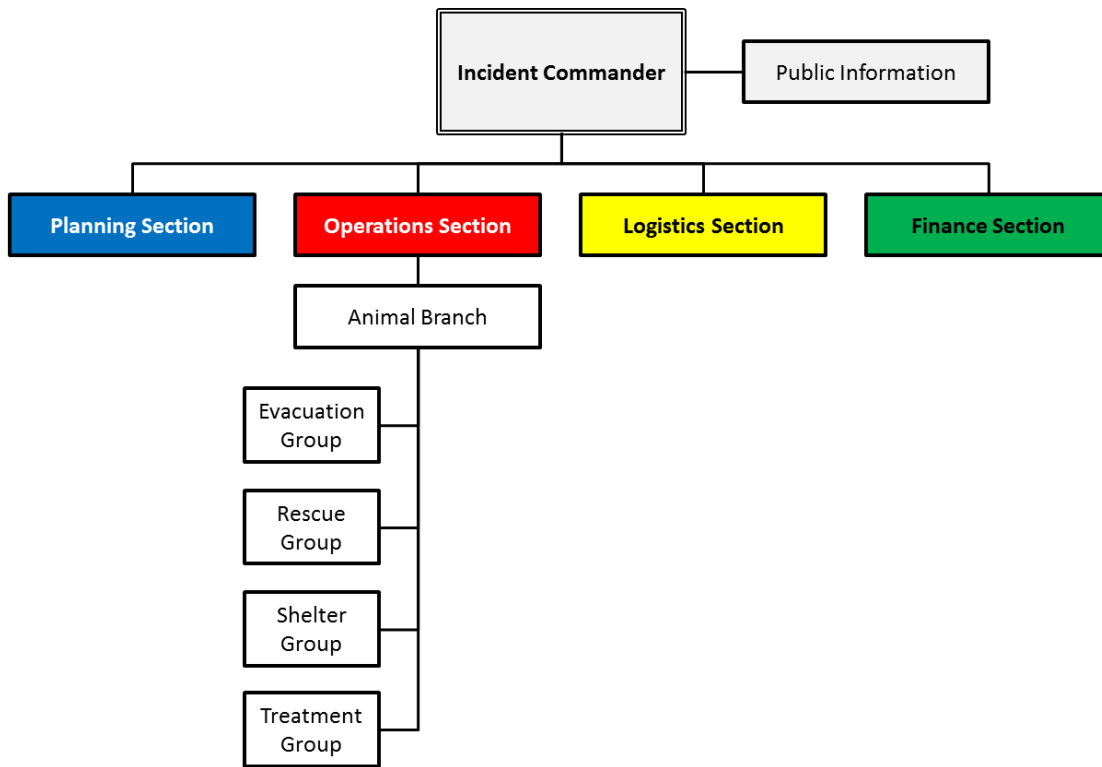
- 2.1.2.2. May mobilize one or more of the following:
 - (1) Wisconsin Animal Reserve Core (WARC) team(s)
 - (2) DATCP Incident Management Team
 - (3) AVMA Veterinary Medicine Assistance Team(s)
 - (4) NARSC Support
 - (5) Emergency Management Assistance Compact (EMAC) support
- 2.1.2.3. May activate the Agency Coordination Center (ACC).
- 2.1.2.4. May consider hotline mobilization.

2.2. Organization

- 2.2.1. County animal disaster response authorities, in coordination with the county emergency management plan and the EOC Incident Command System (ICS), retain operational authority of ESF 11-related response and recovery.
- 2.2.2. DAH State Veterinarian's Office, coordinates the Animal Disaster Response Plan via ESF 11 through the Human Services Branch of the Operations Section at the SEOC (See Figure 1: Animal Disaster Response ICS Organization).
 - 2.2.2.1. Provides support, technical assistance, and coordination assistance to the local and regional emergency animal disaster response.
 - 2.2.2.2. Alerts supporting state agencies, as needed.
 - 2.2.2.3. Generates lists of appropriate credentialed animal health care providers from relevant registries, as needed.
 - 2.2.2.4. Initiates the formation of a needs assessment team in the early stages of the response to:
 - (1) Anticipate, project, categorize, and quantify response and recovery needs of displaced animals.
 - (2) Coordinate with the Planning Section and ESF 7 in developing and maintaining situational awareness of the need for and status of volunteer and donations management operations.
 - (3) Coordinate with ESF 14 to identify and address unmet needs.
 - 2.2.2.5. Assists county staff in obtaining emergency federal aid.
- 2.2.3. All federal assistance for animal care must be requested by DATCP and must be coordinated through the Animal Disaster Response Plan.
- 2.2.4. The field response organization to a disaster affecting animals would likely resemble the following chart.



Figure 2-1: Animal Disaster Response ICS Organization



2.3. ESF Activities

The Wisconsin Emergency Response Plan (WERP) Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 11 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> Through the incident command system, maintain situational awareness of all animal shelter facilities and confinement areas. 	DATCP WI DHS DCF DMA/WEM
<ul style="list-style-type: none"> Coordinate with ESF 15 to inform the public about animal-related disaster operations, including: <ul style="list-style-type: none"> Evacuation options and responsibilities of animal owners. Recovery actions for domestic animals. How to report animal needs and incidents observed in the community. Donations needed by responding organizations. 	DATCP DMA/WEM ACS



Action Item	Agency
<ul style="list-style-type: none"> • When feasible, assist counties in identifying suitable just-in-time facilities for shelters and confinement areas. • Assess the need for and coordinate the acquisition of field support personnel and resources. • Provide guidance regarding animal health and welfare issues. 	DATCP
<ul style="list-style-type: none"> • Coordinate the animal medical services needed for animal shelter and confinement as well as decontamination areas with support agencies. 	DATCP WI DHS VMAT
<ul style="list-style-type: none"> • Coordinate identification and management of storage sites and staging areas for animal food and medical supplies. 	DATCP DMA/WEM ACS NARSC
<ul style="list-style-type: none"> • Coordinate with ESF 7 to acquire volunteer and donations support. 	DATCP DMA/WEM WI DHS ACS

ESF 11 short term recovery activities should be initiated at the earliest opportunity. They are likely to overlap with response activities before fully transitioning to recovery activities.

Table 2-2: Short Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Coordinate short term recovery activities with ESF 14 Short-Term Community Recovery and Mitigation. • Facilitate transition from response activities to recovery activities and the State of Wisconsin Recovery Plan, as needed. 	DATCP DMA/WEM
<ul style="list-style-type: none"> • Coordinate animal-related damage assessment through the counties. 	DATCP UW-Extension DMA/WEM VMAT
<ul style="list-style-type: none"> • Coordinate with ESF 1, ESF 3, and ESF 8 for the removal and proper disposal of animal waste and dead animals. 	DATCP DNR DMA/WEM WI DHS
<ul style="list-style-type: none"> • Provide support for reunification of sheltered evacuees with their service animals and household pets. 	DATCP WI DHS DCF American Red Cross Local
<ul style="list-style-type: none"> • Provide support for long-term maintenance, placement, or disposition of animals that cannot be returned to their normal habitat or their owners. 	DATCP Local
<ul style="list-style-type: none"> • Provide support for documentation of animal treatments, injuries, losses, and other impacts. 	DATCP UW-Extension AVMA NARSC



Action Item	Agency
<ul style="list-style-type: none"> • Provide guidance for reimbursement of disaster-related costs. 	DATCP DMA/WEM Local

3. Agency Responsibilities

3.1. Lead Coordinating Agency – Department of Agriculture, Trade & Consumer Protection

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Agriculture, Trade & Consumer Protection: Division of Animal Health - State Veterinarian's Office	<ul style="list-style-type: none"> • Ensure the availability of resources for the disaster. <ul style="list-style-type: none"> ○ Coordinate and provide information on the availability of resources from other states, the federal government, and non-governmental organizations. • Assist local disaster coordination with training and preparation of animal disaster responders. • Support carcass disposal operations.
Department of Agriculture, Trade & Consumer Protection: Wisconsin Animal Response Corps	<ul style="list-style-type: none"> • Provide response support.

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Children & Families	<ul style="list-style-type: none"> • Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan.
Department of Health Services	<ul style="list-style-type: none"> • Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan. • Provide support in decontaminating animals. • Provide support in diagnosing, preventing, and controlling zoonotic diseases (e.g. rabies) and other animal-related conditions of public health significance.
Department of Natural Resources	<ul style="list-style-type: none"> • Support carcass disposal operations. • Conduct assessment of lost or escaped captive wildlife.
University of Wisconsin-Extension	<ul style="list-style-type: none"> • Identify and educate commercial and non-commercial animal owners on animal emergency safety and animal emergency needs for food, water, power, etc. • Assist in animal-related damage assessment.



3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
Adventist Community Services	<ul style="list-style-type: none"> • Provide coordination and support for donations management of animal-related resources.
American Red Cross	<ul style="list-style-type: none"> • Provide support in ensuring ESF 6 operations are well coordinated with the Animal Disaster Response Plan.
American Veterinary Medical Association	<ul style="list-style-type: none"> • Provide early damage assessment personnel to assist in determining what resources may be needed from outside the state. • Provide basic volunteer treatment teams to augment local capabilities.
National Animal Rescue & Sheltering Coalition	<ul style="list-style-type: none"> • Provide a single NARSC point of contact to incident command. • Through NARSC member agencies, provide technical assistance and coordination for assessment, logistical support, shelter, evacuation, transportation, rescue, sheltering, and reunification of animals.
Wisconsin Veterinary Medical Association	<ul style="list-style-type: none"> • Provide education and outreach to volunteer veterinarians and technicians to assist in animal disaster response and recovery.

3.4. Federal Support Agencies

Table 3-4: Federal Support Agencies Functions

Agency	Functions
Federal Emergency Management Agency:	<ul style="list-style-type: none"> • Provide multi-agency coordination and support.
United States Department of Health & Human Services: National Veterinary Response Teams	<ul style="list-style-type: none"> • Provide infrastructure assessment. • Provide support for sheltered, working, and laboratory animals. • Provide primary care for large and small animals. • Request regional emergency coordinators through ESF 8.
United States Department of Agriculture: Animal Plant Health Inspection Services	<p>Animal Care</p> <ul style="list-style-type: none"> • Provide coordination for disaster animal response and sheltering, in coordination with FEMA. <p>Veterinary Services</p> <ul style="list-style-type: none"> • Provide technical assistance and support, as requested and appropriate. <p>Wildlife Services</p> <ul style="list-style-type: none"> • Provide technical assistance and support as appropriate related to capture or depopulation of wild or captive wild animals.

4. Supporting Documents

4.1. Federal Legislation

4.1.1. Americans with Disabilities Act of 1990, as amended

4.1.2. Pets Evacuation and Transportation Standards Act



Wisconsin Emergency Response Plan
Animal Disaster Response Plan

ESF 11
Attachment 1

Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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Energy

ESF 12



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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Lead Advisory Agencies	Public Service Commission of Wisconsin (PSC)/Office of Energy Innovation (OEI)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade & Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Safety & Professional Services (DSPS) Department of Transportation (WisDOT) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Regional Energy Organizations	Midwest Independent Transmission System Operator, Inc. (MISO) Midwest Reliability Organization (MRO) North American Electric Reliability Corporation (NERC)
Federal ESF Coordinating Agencies	Department of Agriculture (USDA) U.S. Army Corps of Engineers (USACE) Department of Energy (DOE) Federal Emergency Management Agency (FEMA) Department of the Interior (DOI) Department of State (DOS) Department of Transportation (US DOT) Federal Energy Regulatory Commission (FERC) Environmental Protection Agency (EPA)

1. Introduction

1.1 Purpose

The purpose of this ESF is:

- 1.1.1 To provide state support to federal, state, local, and tribal governments responding to natural or manmade disruptions of energy supplies and distribution.
- 1.1.2 To support energy providers responding to energy outages, particularly in cases where life, safety, property, or the environment may be damaged or destroyed.
- 1.1.3 To provide for the effective use of available electric power, natural gas, coal, and petroleum products in ways that meet essential needs and facilitate restoration of energy systems affected by an emergency incident.
- 1.1.4 To enable state agencies and other emergency management partners to determine the extent of an energy emergency along with the appropriate response measures.



Nuclear energy incidents response along with information related to nuclear energy is not a part of this ESF but is included in the Radiological/Nuclear Incident Plan Annex of the Wisconsin Emergency Response Plan.

1.2 Scope

- 1.2.1 ESF 12 describes roles and responsibilities among state agencies during incidents involving energy.
- 1.2.2 ESF 12 is applicable to all state departments and agencies with statutory responsibilities and assets to support state, local, and tribal response to actual or potential energy emergencies.
- 1.2.3 While the cause of an energy emergency and the energy types involved may vary significantly from incident to incident, energy emergencies typically fall under the two general categories below. ESF 12 is applicable to both types of energy emergencies:
 - 1.2.3.1 Resource shortages (e.g. propane, natural gas, vehicle fuel, etc.)
 - 1.2.3.2 Long-term power outages impacting a large population, area, or critical infrastructure assets.

1.3 Policies

- 1.3.1 For the purposes of this ESF, the term “energy” in energy emergency applies to all forms of energy, including electrical power, natural gas, petroleum, coal, and nuclear energy.
- 1.3.2 Section 196.029 of the Wisconsin Statutes authorizes the Governor to declare an energy alert.
 - 1.3.2.1 Once an energy alert is declared, the OEI may compel energy producers, importers, or sellers to furnish information on existing and future fuel supplies along with anticipated fuel demands.
 - 1.3.2.2 Electricity, natural gas, and wood fuels are excluded from this authority. In addition, under § 196.025(7)(a)3. of the Wisconsin Statutes, the OEI is to “prepare and maintain contingency plans for responding to critical energy shortages so that when the shortages occur they can be dealt with quickly and effectively.”
- 1.3.3 The *Wisconsin Energy Assurance Plan (EAP)* prepared and maintained by the OEI provides detailed information regarding energy shortages, disruptions, and emergency operations plans and should be used as a supplement to this ESF. The EAP is an appendix to this ESF which contains more historical and in-depth information concerning energy use in Wisconsin.



- 1.3.4 The Wisconsin Petroleum Shortage Contingency Plan builds upon the roles and responsibilities defined in ESF-12. It includes specific procedures for implementing waivers and conservation measures which are used to respond to petroleum shortages.
 - 1.3.4.1 WEM will work with the PSC and the OEI in the event of a disaster that involves the state's energy resources to meet the intent of ESF 12.
 - 1.3.4.2 The PSC and the OEI will serve as lead advisory agencies to WEM depending on the utility services or the energy supplies that are affected by the emergency.
 - 1.3.4.3 The OEI will coordinate with non-regulated energy providers to provide information relevant to incident stabilization.
- 1.3.5 WEM will coordinate emergency-related activities with other state agencies during an energy emergency. Those state agencies with additional authority will be notified to implement their energy emergency plans.
- 1.3.6 If an energy emergency should occur, the Governor may ask the public to institute voluntary measures that conserve energy and ensure supply to critical facilities and functions.
 - 1.3.6.1 WEM coordinates with other agencies, including the PSC and the OEI, to identify the appropriate conservation measures.
 - 1.3.6.2 Mandatory energy reduction measures are only implemented, as necessary.
- 1.3.7 If allocation of energy resources is required, ESF 12 agencies will collaborate with public and private partners to ensure priority is given to life safety, incident stabilization, and protection of Wisconsin's economic and environmental interests.
- 1.3.8 All local plans should be compliant with the Americans with Disabilities Act and include provisions integrated throughout appropriate annexes or essential support functions for meeting the functional needs of individuals within their jurisdictions in the areas of:
 - 1.3.8.1 Maintaining independence – support for obtaining consumable medical supplies, durable medical equipment, service animals, and attendants or caregivers.
 - 1.3.8.2 Communications – adaptive communications systems to compensate for hearing, vision, speech, cognitive, or intellectual limitations, and limited English language proficiency.
 - 1.3.8.3 Transportation – support for individuals who cannot drive or who do not have access to a vehicle. This may include a requirement for accessible vehicles with special equipment lifts or oxygen.
 - 1.3.8.4 Supervision – additional support due to the loss of caregivers, family, or friends, particularly if the evacuee has dementia, Alzheimer's, or psychiatric conditions. Children separated from parents or legal guardians will present the need for



supervision. The type and amount of supervision will depend upon their age and medical condition.

- 1.3.8.5 Medical care –specialized professionals to assist with medical care, such as terminal or contagious conditions, intravenous therapy, tube feeding, dialysis, oxygen and suction administration, wound management, and power-dependent life-sustaining equipment.

2. Planning Assumptions

- 2.1.1 A significant energy outage may cause a consequential disruption to the critical infrastructure of a municipality, tribal nation, county, or state.
- 2.1.2 The resources required as a result of a significant energy outage may immediately exceed the resources available within local jurisdictions, tribal, county, or state governments, and may require immediate federal assistance. In particular, the following items may need to be addressed during an energy emergency:
 - 2.1.2.1 Mass care – ability to manage and provide food and shelter to a large, displaced, and possibly contaminated, evacuee population.
 - 2.1.2.2 Debris management – the damage and amount of debris left from the incident is so extensive that local and regional capabilities are exceeded. The type of debris may require technical assistance to deal with environmental and contamination issues.
 - 2.1.2.3 Public information – the need for providing on-going, consistent, and clear public information may overwhelm local resources requiring additional resources. Accurate and continuous information is needed to assuage mass confusion and panic. Depending upon the scope of the incident, there may be the need to provide information on a state-wide or national scale.
 - 2.1.2.4 Fuel distribution and resupply – the ability of local public and private sector entities to obtain fuel for backup generators may be impaired during a widespread, long-term power outage. It may be necessary to facilitate deliveries of fuel from outside the impacted area.
 - 2.1.2.5 If natural gas is curtailed, some power generation units may switch to alternate fuel sources, including diesel and propane. In this case, a significant spike in demand will occur which must be accounted for.
- 2.1.3 Out-of-state incidents:
 - 2.1.3.1 Significant energy outages outside Wisconsin could necessitate requests for Wisconsin-based resources and materials, made through the EMAC, NEMAC and other agreements by the affected state(s) or province(s) during the emergency.



- 2.1.3.2 Out-of-state energy emergencies could result in a large number of people being evacuated through or to Wisconsin.
- 2.1.4 A significant energy outage incident may occur with little or no warning, such as in the case of a cyber-attack.

3. Concept of Operations

3.1 General

The appropriate response to energy disruptions and their effects is necessary for preservation of the public health, safety, and general welfare of our state's citizens. In the event of an energy emergency, WEM, with the assistance of the PSC and the OEI, may:

- 3.1.1 Work with all affected stakeholders to compile estimates of the extent of damage to energy delivery systems such as pipelines, transmission lines, fuel terminals, rail lines, etc.
- 3.1.2 Request and analyze current information regarding energy supply and demand.
- 3.1.3 Identify critical demand and supply needs for critical infrastructure facilities and high risk and priority customers and producers.
- 3.1.4 Coordinate with other local and tribal governments and private partners to respond to the energy emergency.
- 3.1.5 Coordinate with other state agencies and the Governor's office to assist with the energy emergency.
- 3.1.6 Coordinate with energy producers, providers, and distribution entities to identify critical repair requirements.
- 3.1.7 Coordinate with federal, state, tribal, and local jurisdictions to establish damage repair priorities. WEM will use all sources available including the OEI's Wisconsin Energy Assurance Plan, which outlines the resources available to address energy shortages.
- 3.1.8 When requested, assist local jurisdictions with coordination of supply and distribution of temporary or alternate energy sources.
- 3.1.9 Work with PSC, OEI, and industry partners to recommend and implement appropriate conservation measures to reduce demand.
- 3.1.10 Share information with federal response agencies, as appropriate, to enable incident stabilization and recovery.
- 3.1.11 Assist with the continuity of operations both in the public and the private sector.

3.2 Mobilization Triggers

- 3.2.1 WEM activates ESF 12 whenever:



- 3.2.1.1 County, tribal, or municipal jurisdictions request state level support because locally available resources are exhausted or are likely to be exhausted.
- 3.2.1.2 The energy outage/shortage affects multiple counties, a wide region of the state, extended time, or adverse weather conditions cause additional safety concerns.
- 3.2.1.3 The energy outage/shortage requires significant aid from utility companies or other energy providers from other states.
- 3.2.1.4 An energy shortage or outage in another state is likely to significantly impact Wisconsin's energy supply or there is a need to coordinate significant support from Wisconsin to another state to enable recovery.
- 3.2.2 ESF 12 lead and supporting agencies adjust response activities based on the circumstances and severity of each incident. The Wisconsin Energy Assurance Plan lists four categories of an energy shortage (included below), which are used to identify an incident's severity. For specific information about response activities during each category of shortage, please reference the Wisconsin Energy Assurance Plan and Wisconsin Petroleum Shortage Contingency Plan.
- 3.2.3 Note: Exact inventory levels for all bulk storage tanks and gas stations in the state is difficult to acquire in a timely manner. In some cases, the shortage level may be determined by the resulting effects that are observable, rather than a direct inventory of supply.
 - 3.2.3.1 Shortage Level 1 – Monitor and Alert.
 - (1) Signals that a level 1 shortage exists include price fluctuations, when increased demand or reduced supply in foreign and/or domestic markets causes prices to fluctuate in the state. A level 1 situation may be reached because of logistical issues that affect the propane or petroleum supply chain (including weather and unplanned outages at terminals. Industry communicates these early supply constraints with OEI. OEI recommends actions, if necessary
 - (2) Resulting Effects:
 - (A) Minor changes to normal activity occurred or are occurring, state jobbers (distributors) may experience increased waiting time at terminal supply racks.
 - (B) Some gasoline stations may report increased purchasing by motorists attempting to secure the lowest price gasoline.
 - (C) Gasoline, heating oil, natural gas, and other petroleum product prices may increase.
 - 3.2.3.2 Shortage Level 2 – Mild Shortage.



- (1) A Mild shortage typically exists when there is a 5 to 10% reduction in petroleum throughout the state that is expected to last for one week or longer. Note: It is important to examine local supply levels as a 5% shortage in total supply may represent a very significant localized shortage in part(s) of the state. It is possible that level 3 or level 4 response actions will need to be initiated locally. It is also possible that due to the timing of the shortage, no response will be necessary (i.e. consider a shortage in early spring when demand is likely to drop over the next several weeks).
- (2) Resulting Effects:
 - (A) Minor changes to normal activity occurred or are occurring, state jobbers (distributors) may experience increased waiting time at terminal supply racks.
 - (B) Tight market conditions indicated by upward pressure on prices.
 - (C) Media may feature reports about higher prices.
 - (D) Gas distribution companies may curtail interruptible contract deliveries.
 - (E) National and regional oil companies may begin to hold customers to contract allocation versus buy-as-needed.

3.2.3.3 Shortage Level 3 – Moderate Shortage.

- (1) A Moderate shortage may be defined as a ten to fifteen percent reduction of petroleum products or natural gas supplies for three weeks or more.
- (2) Damage may occur to electric transmission/distribution infrastructure or electric power is cut off to large numbers of customers from 72 hours to a week.
- (3) Resulting Effects:
 - (A) Prices for key fuels rise at a rate of 15% or more per week.
 - (B) Natural gas supplies fall and there is heavy draw upon storage. Interruptible customers may lose service. Demand for propane may increase as it is a back-up fuel used by interruptible generation units, as is fuel oil.
 - (C) Driver hours increase dramatically as fuel is drawn from terminals at more distant locations.
 - (D) National media begins reporting an “energy crisis” and accusations of price gouging.
 - (E) Public starts losing patience with inconvenience.
 - (F) Economic impact is felt, particularly in retail commerce.



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- (G) Low-income advocates demand assistance and volunteer programs accelerate.
- (H) Inside the City Gate, curtailment may expand beyond interruptible customers to firm customers.
- (I) Bulk customers report allocation at terminals across the state

3.2.3.4 Shortage Level 4 – Severe Shortage.

- (1) A Severe shortage may be defined as a twenty to thirty percent and above loss of petroleum products, natural gas, or electricity for more than two weeks.
- (2) Wisconsin statutes call for a declaration of an Energy Emergency if officials perceive a “serious risk to the economic well-being, health, or welfare of the citizens” of the state.
- (3) Resulting Effects:
 - (A) Local product storage is extremely low or exhausted.
 - (B) Retail motor fuel, heating oil, and propane dealers receive an accelerating lower percentage of their normal fuel allocation or contract volumes and have difficulty maintaining contract delivery. Petroleum tanker trucks experience long wait times at petroleum/propane terminals or are driving longer distances to out-of-state terminals to obtain fuel supplies.
 - (C) Firm natural gas supplies fall well below normal. All Interruptible gas customers have had their supply cut off.
 - (D) Price gouging may occur.
 - (E) Public safety agencies may be called upon to protect energy suppliers such as motor gasoline outlets or in some case tanker escorts.
 - (F) Media covers the issue daily. The public may demand mandatory conservation measures at government and commercial facilities.
 - (G) If occurring during winter, shelters may be needed to provide heat for some residents.
 - (H) Tourism and discretionary shopping are severely impacted.
 - (I) Danger to vulnerable citizens if normal heating/cooling is interrupted.
 - (J) Gasoline lines may develop.
 - (K) Inside the City Gate, curtailment may expand beyond interruptible customers to firm customers.



3.3 Organization

3.3.1 General:

- 3.3.1.1 Electricity is distributed, by investor-owned utilities, municipal utilities, or electric cooperatives, to the individual end-users. Transmission infrastructure owners and operators are responsible for maintenance and operation of the electric transmission lines.
- 3.3.1.2 Wisconsin utilizes energy from a number of sources including coal, natural gas, propane, petroleum, and other renewable resources. For a detailed overview of Wisconsin's energy usage and profile please reference Section 6 of the Wisconsin Energy Assurance Plan.
- 3.3.1.3 MISO is a multi-state organization that is responsible for overseeing the operations of the electric transmission grid and dispatching generation for market participants within its regional territory. All of Wisconsin is within MISO's territory. MISO's responsibilities during emergencies that affect the bulk power system are further described in the Wisconsin Energy Assurance Plan.
- 3.3.1.4 North American Electric Reliability Corporation (NERC) is the electric reliability organization (ERO) for North America, subject to oversight by the Federal Energy Regulatory Commission (FERC) and governmental authorities in Canada. NERC develops reliability standards for the bulk power systems in North America and is certified by the FERC. NERC facilitates the Electricity Information Sharing and Analysis Center (E-ISAC).
- 3.3.1.5 Many end-users with high reliability needs (e.g. health care facilities, manufacturers, etc.) may have installed back-up generation, which is outside the control of the primary electric generation and distribution system. This source of electric power is largely unregulated and less accessible to control in emergencies.

3.3.2 Emergency Response:

- 3.3.2.1 DMA may assign lead coordinating responsibilities to the appropriate support agency depending on the type of energy emergency.
- 3.3.2.2 During an energy emergency or disaster situation, the lead coordinating agency and support agencies of ESF 12 will assign personnel to the state emergency operations center (SEOC), as appropriate.

3.4 Procedures

- 3.4.1 WEM, PSC, and the OEI maintain contacts within each sector of Wisconsin's energy profile in order to facilitate information sharing and enable early detection and efficient response to potential energy emergencies.



- 3.4.2 In the event of an actual or potential energy emergency, the WEM Duty Officer (DO) or the SEOC, contacts PSC, the OEI, and other appropriate ESF 12 agencies to discuss the response actions.
- 3.4.3 WEM will work with the PSC, OEI, appropriate ESF 12 support agencies, utilities, and energy providers to obtain impact and damage assessment reports, current and projected supply levels, and other information relevant to the incident. WEM may utilize conference calls or other means (e.g. WebEOC, HSIN Connect, etc.) to coordinate response efforts with various state agency and industry partners.
- 3.4.4 To the extent possible, energy providers will continue to provide services through their normal means during a disaster.
- 3.4.5 If businesses and local governments are unable to obtain fuel through their existing vendors, they should work to acquire supply from additional vendors.
- 3.4.6 If additional vendors are unable to deliver fuel, businesses and local governments may request assistance through their county emergency managers. Requests should be prioritized so the most critical needs are met first.
- 3.4.7 If county, tribal, and local governments are unable to obtain necessary resources, the SEOC, with the assistance of the OEI, will work with local petroleum suppliers and major oil companies to identify and facilitate the delivery of available petroleum fuel supplies.
 - 3.4.7.1 Priority will be given to requests which have life safety impacts.
 - 3.4.7.2 Recipients of fuel are responsible for payment and must work with the fuel provider to identify payment terms.
 - 3.4.7.3 For additional details see the Wisconsin Petroleum Shortage Contingency Plan
- 3.4.8 During significant energy emergencies which require out-of-state resources, the SEOC will coordinate with FEMA and other entities to obtain the required support.

3.5 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute the response and short-term recovery responsibilities of any agency or energy partner that serves a role in emergency management. This section defines those activities that are unique to ESF 12 and is intended to be used in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.



Table 3-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Serve as the lead coordinating agency in the event of an energy emergency or designate the appropriate state support agency as the lead. • Work with OEI, PSC, and energy providers to identify potential shortages and their cause. • Coordinate industry and other state agencies to identify waivers, variances, conservation measures, and other response measures which will help reduce the duration and severity of the energy emergency. • Support local response efforts through the State Emergency Operations Center and Duty Officer System • Identify the need for federal ESF-12 support and take appropriate actions to facilitate requests for assistance with FEMA and other federal partners. • Provide liaisons to county and local emergency operations centers, as needed. • Coordinate with public and private partners to ensure first responders and other critical response assets have the fuel necessary to respond to potential hazards during an energy emergency. • Coordinate statewide municipal, private, and federal emergency supplemental energy and utility resources, as requested. • Recommend, in accordance with the Governor’s emergency powers under § 323.12(4) of the Wisconsin Statutes, priorities among users if adequate energy resources are not available to meet all essential needs. • Minimize impact of an energy emergency by gathering information from the lead advisory agencies and private partners about energy availability and distribution issues • Coordinate with the PSC and OEI to notify the Governor when conditions exist or are anticipated that might warrant the declaration of a statewide or localized energy supply alert or emergency. • Administer energy allocation and curtailment programs in accordance with federal programs and with the Governor’s statutory emergency powers. • Coordinate with the Governor’s office, PSC, OEI, and other state agencies on public information per ESF-15. • Coordinate with the PSC in the development of an inventory of available state energy and utility resources. 	<p>DMA/WEM</p>



Action Item	Agency
<ul style="list-style-type: none"> • Lead coordination with state agencies to implement mandatory conservation measures approved by the Governor. • Compile initial damage and operational capability information from the petroleum industry to assess the need for state or federal assistance. • Provide liaison officers to the SEOC during significant shortages and outages, as necessary. • Maintain liaison with federal government entities and neighboring states to monitor energy resources and supplies. • Host coordination calls with petroleum sector partners to identify supply status, operational issues, and other needs. • Brief SEOC and state leadership on status of petroleum industry, as necessary. • Coordinate with petroleum sector associations and organizations to share operational information. • Coordinate with appropriate state PIOs to ensure accurate public information is distributed regarding the energy emergency. • Identify energy, utility, and petroleum resources that are in short supply and are necessary for the health and safety of the population. • Implement contingency plans for responding to critical energy shortages. • Administer energy allocation and curtailment programs in accordance with federal programs and with the Governor’s statutory emergency powers. • Assist WEM with coordinating supply and distribution of temporary or alternative energy sources. • Maintain contact with petroleum, energy, and transportation stakeholders throughout the state and the Midwest region. 	<p>OEI</p>
<ul style="list-style-type: none"> • Work with state agencies to implement mandatory conservation measures approved by the Governor, if necessary • Provide information to the SEOC regarding the status of energy infrastructure damage, supply adequacy, and market situation. • Provide the SEOC with the location, extent, and restoration status of energy supply outages or disruptions. • Assist WEM to assess the supply and distribution of temporary or alternate energy sources applicable to electric and natural gas services. • Maintain contact with electric and natural gas utility contacts throughout the state and Midwest region. • Compile damage assessment estimates from electric and natural gas utilities under state statutes and administrative rules. • Provide staff to the SEOC and coordinate public information with the JIC, as necessary. 	<p>PSC</p>



Action Item	Agency
<ul style="list-style-type: none"> • Monitor highways that may provide key truck transportation routes for the delivery of energy (i.e. oversize/overweight coordination and approvals, exempting fuel oil and coal shipments for the duration of the incident) that may require granting exemptions in emergencies. • Coordinate with OEI to determine if weight limits and/or hours of service should be waived per state and federal laws. • Distribute information about approved variances and waivers to appropriate offices, including the Wisconsin State Patrol. • Provide liaison to the SEOC and incident command post, if necessary. • Provide highway operations information through the Traffic Management Center (TMC). • Coordinate the movement of coal by the railroads to the coal-powered electric generation plants or propose tank cars to terminals. • Work closely with federal, state, tribal, and local governments acting as a conduit for information related to airport, harbor, and port security. • Monitor railroads that provide key transportation services for the delivery of coal to coal-fired utilities around the state, assisting in securing routes should emergency shipments be needed. 	WI/DOT
<ul style="list-style-type: none"> • Provide liaison officers to county and State Emergency Operations Centers during significant shortages and outages, as necessary. 	Energy Industry
<ul style="list-style-type: none"> • Provide and assist others in providing law enforcement support in an energy emergency for security of critical facilities, equipment, and other related issues. • Enforce waivers, variances, and mandatory conservation measures, as required. • Provide and assist others in providing law enforcement support in an energy emergency for security of critical facilities, equipment, and other related issues. • Provide and assist with traffic control (e.g. detours, road closures, etc.), as required. • Monitor highways that may provide key truck transportation routes for the delivery of energy (i.e. oversize/overweight coordination and approvals, exempting fuel oil and coal shipments for the duration of the incident) that may require granting exemptions in emergencies. 	DOT/WSP
<ul style="list-style-type: none"> • Upon activation by the Governor, provide support to law enforcement, transportation, medical, engineer, and command and control of WING forces. • Respond to secondary impacts of the energy emergency as authorized by the Adjutant General and the Governor. • When requested, assist local law enforcement and/or private sector security forces with security at critical energy infrastructure. 	WING
<ul style="list-style-type: none"> • Provide a cadre of building, electrical, and other inspectors to assist assessment of damage when requested by the SEOC. 	DSPA
<ul style="list-style-type: none"> • Coordinate public information concerning the energy emergency including any suggested or mandatory conservation measures 	All Agencies
<ul style="list-style-type: none"> • Coordinate with local, state, tribal, and federal entities to minimize damage/impact to natural resources and the environment. • Monitor state waters suspected of contamination due to an energy emergency or disaster situation. • Provide staff support to the SEOC during an energy emergency, if necessary. • Provide technical assistance for the identification, containment, removal, and disposal of pollutants and hazardous materials from the environment. 	DNR
<ul style="list-style-type: none"> • Implement Utility Coordination Group Conference Calls as appropriate during significant outages. 	DMA/WEM Electric Utility Partners



Action Item	Agency
<ul style="list-style-type: none"> • Provide staff to the SEOC, as necessary. • Provide information on aboveground and underground storage tanks. • Activate ESF 11 for an energy emergency that leads to a response to animal health and crop safety relating to a chemical, biological, radiological, nuclear, and explosive (CBRNE) incident. • Activate ESF 11 for response to a food product that may be adulterated during an energy emergency. • Provide support to other agencies and the public during an energy emergency to ensure that consumers are protected from unfair practices (e.g., gas gouging, etc.) and certify fuel pumps are accurately delivering fuel to the consumers. • Provide fuel-related technical assistance for maintaining and listing biofuel production facilities and determine their compliance with state regulations. • Provide and direct a cadre of retail petroleum inspectors and aboveground and underground storage tank inspectors. 	DATCP
<ul style="list-style-type: none"> • Report to the SEOC, if necessary. • Participate in the planning process for response to energy emergencies. • Provide information on business and community resources, as appropriate. • Minimize environmental and natural resources contamination from petroleum and hazardous liquid storage. • Provide a cadre of building, electrical, and other inspectors to assist assessment of damage. • Provide expedited building plan review during the recovery phase. • Provide recovery consultation services for construction recovery projects affected by the disaster or emergency. 	DSPS
<ul style="list-style-type: none"> • Provide staff to the SEOC, as necessary. • Activate ESF 6 in order to coordinate state, county, local, tribal, and volunteer activities to aid victims of an energy emergency or disaster and assist local providers in the provision and securing of mass care, housing, economic assistance, and human services, including crisis counseling and support for citizens with access and functional needs, as necessary. • Activate ESF 8 in order to assist local agencies in responding to any impacts or threats involving health and medical services to citizens at the local and tribal level, as necessary. 	DHS
<ul style="list-style-type: none"> • Coordinate energy emergency response with local public/private utilities. • Maintain emergency call lists of contacts for public/private utilities. • Provide updates to the SEOC, as required, regarding ESF 12 matters. • Issue evacuation orders. • Provide mutual aid to other jurisdictions, as required. • Provide support for population protection activities. 	Local Governments

Table 3-2: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Compile additional damage and operational capability information from energy and utility companies. Update this information throughout the recovery process, as needed. 	Local DMA/WEM PSC OEI
<ul style="list-style-type: none"> • Work with tribal, county, local governments, and private sector energy providers to identify resource needs for recovery • Coordinate resource support for energy infrastructure restoration and repair to meet essential needs. 	OEI Local PSC DMA/WEM DOT



Action Item	Agency
<ul style="list-style-type: none"> Recommend targeted energy conservation and efficiency programs to enhance recovery activities to the appropriate state agencies. 	OEI Local PSC Partners
<ul style="list-style-type: none"> Work with the federal entities to implement national emergency recovery plans at the state level. 	All State Agencies
<ul style="list-style-type: none"> Coordinate with support agencies to deal with long-term impacts and develop a long-term recovery plan. 	OEI Local PSC DMA/WEM
<ul style="list-style-type: none"> Conduct an after-action review of the overall response and recovery efforts and capture lessons learned Develop improvement plan for all lessons learned identified in after-action reviews. 	OEI Local PSC DMA/WEM Partners

3.6 Regional Energy Organization Responsibilities

Table 3-3: Regional Energy Organizations

Agency	Functions
Midcontinent Independent System Operator (MISO)	<ul style="list-style-type: none"> Perform bulk-electric grid Reliability Coordinator functions per federal regulations. Determine and communicate when a capacity or energy emergency is forecasted, occurring, or has ended. Take actions as listed in Figure 5 of the <i>Wisconsin Energy Assurance Plan</i>.
American Petroleum Institute/Wisconsin Petroleum Council	<ul style="list-style-type: none"> Participate with state agencies on homeland security and energy assurance issues Provide recommendations for response options, when applicable
Wisconsin Petroleum Marketers and Convenience Store Association	<ul style="list-style-type: none"> Assist state in working with petroleum product outlets by communicating and aggregating information and special requests. Provide a communications network to its membership. Provide training on related matters to members.
Wisconsin Propane Gas Association	<ul style="list-style-type: none"> Provide communications and training to members. Represent the industry to appointed and elected officials. Provide OEI and WEM with updates about the status of propane throughout Wisconsin and provide response options, recommendations.
Municipal Electric Utilities Association	<ul style="list-style-type: none"> Represent the industry to appointed and elected officials. Assist with distribution of emergency response and recovery information to member utilities.
Wisconsin Electric Cooperative Association	<ul style="list-style-type: none"> Represent the industry to appointed and elected officials. Assist with distribution of emergency response and recovery information to member utilities.



3.7 Federal ESF Coordinating Agency Responsibilities

Table 3-4: Federal Coordinating Agencies

Agency	Functions
U.S. Army Corps of Engineers, 249 th Engineer Battalion	<ul style="list-style-type: none">• Assist with preparedness activities.• Provide technical expertise and perform assessments to determine generation needs at critical facilities.• Support emergency power needs at critical public facilities in support of FEMA.
Department of Energy	<ul style="list-style-type: none">• Coordinate the federal ESF 12 response.• Assist in obtaining emergency delivery of various fuel products.
Federal Energy Regulatory Commission	<ul style="list-style-type: none">• Develop rules related to the construction and operation of interstate gas pipelines along with business practices.• Regulate natural gas transportation and rates.• Oversee the development of mandatory electric reliability and security standards along with ensuring compliance by users, owners, and operators of the bulk power system.• Regulate oil rates and transportation.• Maintain an enforcement hotline for the public to report abuse of market power (http://www.ferc.gov/enforcement/staff-guid/enforce-hot.asp).

4. Supporting Documents

4.1 Attachments:

4.1.1 Attachment 1 - Wisconsin Petroleum Shortage Contingency Plan, November 2021.

4.2 Agency-Specific Plans and Procedures

4.2.1 Wisconsin Energy Assurance Plan, Wisconsin State Energy Office, May 2019.

4.3 References

4.3.1 State Energy Assurance Guidelines version 3.1, December 2009, National Association of State Energy Officials

4.3.2 FEMA Region V Power Outage Annex, April 2018.



Table 4-1: Record of Changes

#	Date	Agency/Individual	Change
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Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Lead Advisory Agencies	Public Service Commission of Wisconsin (PSC)/ Office of Energy Innovation (OEI)
Wisconsin Governmental Support Agencies	Department of Administration Department of Agriculture, Trade & Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)
Regional Energy Organizations	North American Electric Reliability Corporation (NERC)
Federal Coordinating Agencies	Department of Agriculture (USDA) U.S. Army Corps of Engineers (USACE) Department of Energy (DOE) Federal Emergency Management Agency (FEMA) Department of Transportation (US DOT) Environmental Protection Agency (EPA)
Non-Governmental Support Organizations	Wisconsin Petroleum Marketers & Convenience Store Association Wisconsin Propane Gas Association National Association of State Energy Officials (NASEO)

Table 1: Lead and Coordinating Agencies

1. Introduction and Background

The Petroleum Shortage Contingency Plan provides detailed guidelines for managing petroleum emergencies, including specific conservation measures and possible emergency orders. This plan is an appendix to ESF-12 *Energy* of the Wisconsin Emergency Response Plan. This plan is intended to facilitate the continuance of existing market structures during emergencies and is not intended to disrupt or alter standing industry practices and procedures unless absolutely necessary to protect the life safety of Wisconsin’s citizens.

2. Planning Assumptions

- 2.1.1 This plan is not intended to alter or disrupt existing petroleum related contract structures in the public or private sector.
- 2.1.2 There are no state or federal controls on petroleum pricing or allocation, thus any future supply disruptions could have a significant and rapid impact on consumers. Therefore, State and local government entities should be prepared to respond promptly to the needs of citizens and business by expanding/establishing rideshare programs, providing information about voluntary



conservation measures which motorists can take to maintain mobility with maximum fuel economy.

- 2.1.3 During unexpected petroleum shortages, it may take several days for Federal fuel and temporary emergency power generator aid to arrive after it is requested.
- 2.1.4 Nothing in this plan exempts owners/operators subject to federal or state regulations relating to temporary emergency power.
- 2.1.5 Significant Power Outages: For the purposes of this plan, a significant outage is defined as an outage impacting multiple counties that is expected to last longer than 72 hours. This plan assumes the following:
 - 2.1.5.1 Significant power outages may cause immediate and severe fuel shortages due to lack of access to available supplies (example: a gas station may have plenty of fuel in underground tanks but lack electric power to pump the fuel into vehicles).
 - 2.1.5.2 Normal business and government activities will be significantly disrupted. To keep critical services operational, response entities will need to ensure two primary needs are met:
 - A) Temporary emergency power generators to power critical infrastructure.
 - B) Fueling for temporary emergency generators.
 - 2.1.5.3 Communications systems may function at reduced capacity which will impact warning and response times.
 - 2.1.5.4 Demand for temporary emergency power generators and fuel may exceed available supply.
- 2.1.6 Tribal, county, and local governments have plans for responding to petroleum shortages and power outages in their jurisdictions.
- 2.1.7 Severe shortages of petroleum may require activation of multiple emergency support functions (ESFs) of the Wisconsin Emergency Response Plan for consequence management.

3. Concept of Operations

3.1 General

- 3.1.1 The basic elements of an energy emergency response apply to a petroleum shortage. A four-phased planning, monitoring, communication, and action-oriented response will be implemented.
 - 3.1.1.1 Planning – state, tribal, county, and local governments coordinate with public and private sector organizations to develop petroleum shortage and energy emergency response plans for their jurisdictions
 - 3.1.1.2 Monitoring – Industry associations and state agencies collaborate to gauge petroleum supply levels in Wisconsin and identify any potential hazards which may cause disruptions or demand spikes.
 - 3.1.1.3 Communication – if shortage conditions arise, appropriate government and private sector personnel communicate to determine response measures needed to mitigate the shortage.



- 3.1.1.4 Response – All levels of government and the private sector implement appropriate response measures to mitigate the shortage and respond to the consequences of the shortage.
- 3.1.2 This plan is designed to present a variety of response options for dealing with petroleum shortages in Wisconsin. Figure 1 provides an overview of the categories of response options included in this plan based on the severity of the shortage.

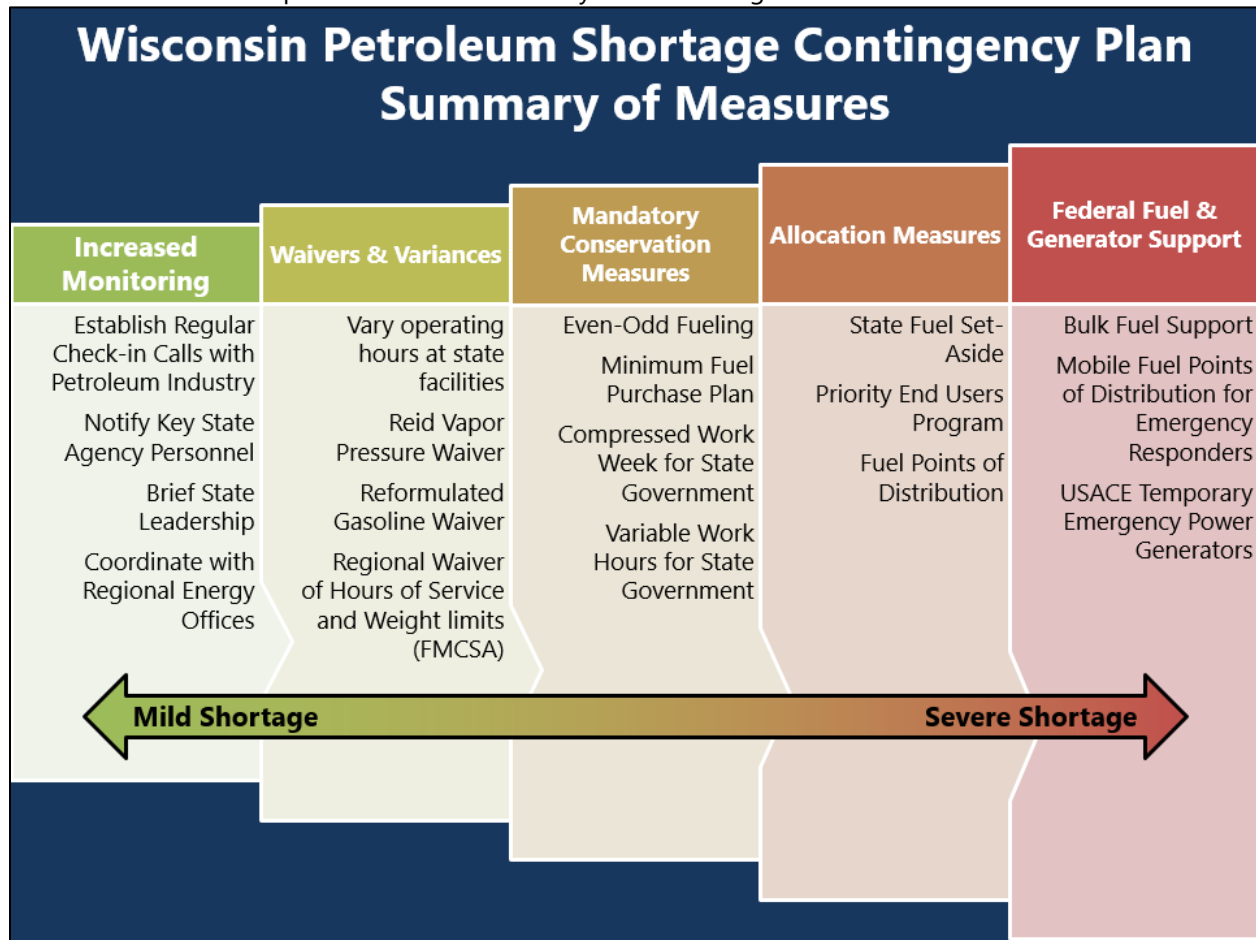


Figure 1: Summary of Response Measures

- 3.1.3 The principle of proportionality will be used when implementing this plan. Some measures in this plan may significantly impact day-to-day operations in the public and private sectors. During a shortage incident, response agencies must implement measures that protect the life, safety, and economic well-being of residents while minimizing disruption to existing methods of operation.
- 3.1.4 Measures depicted in Figure 1 are described in further detail in sections 4 and 5 of this plan.

3.2 Petroleum Shortage Response Organization – State Level

- 3.2.1 The state-level response structure for a petroleum shortage response is the same structure utilized for natural disasters or other emergencies. The following paragraphs outline the roles and



responsibilities of several key personnel and organizations during a petroleum shortage. Figure 2 also depicts the state's organizational structure for energy incidents.

3.2.2 *The Adjutant General (TAG):* TAG is the Governor's senior state official for emergency response and coordinates response efforts with FEMA and other federal agencies when required. TAG also serves as the Chair of the Wisconsin Homeland Security Council.

3.2.3 *Policy Group:*

3.2.3.1 The Policy Group consists of senior leaders from several state agencies. The composition of the group varies based upon the circumstances of the incident. The Governor's Office and TAG typically collaborate to determine the appropriate membership. For energy emergencies DMA, DATCP, DNR, PSC, DOT, and DOJ may all be included. Subject matter experts from impacted sectors may also be included.

3.2.3.2 The policy group's role is to:



- A) Provide policy guidance during incident response
- B) Support resource prioritization and allocation
- C) Enable decision-making among elected and appointed officials and senior executives

3.2.4 *Wisconsin Fuel Coordination Group:* The Wisconsin Fuel Coordination Group is comprised of

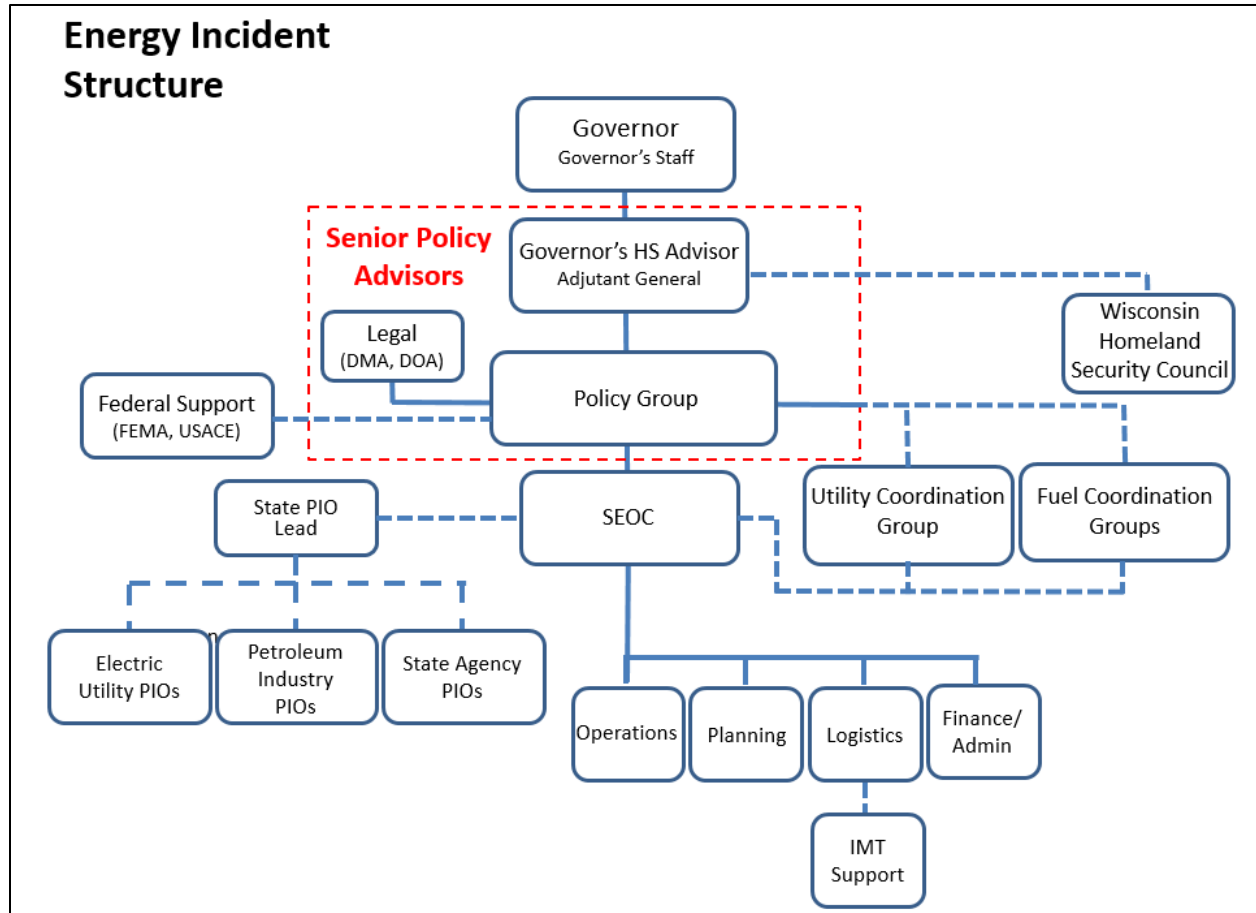


Figure 2: Energy Incident Structure

personnel from state-level public sector agencies and key private sector partners who play a significant role in day-to-day petroleum operations throughout the state. During an emergency, this group serves in an advisory role to the State Emergency Operations Center (SEOC). Key members of this group may be asked to join briefings and/or provide information to the Policy Group or Wisconsin Homeland Security Council.

3.2.5 *Wisconsin Utility Coordination Group:* The Wisconsin Utility Coordination Group is comprised of personnel from state-level public sector agencies and key private sector utility partners who develop, maintain, and operate most of Wisconsin’s electric infrastructure. During an emergency, members of this group partner with the SEOC, Policy Group, and other key stakeholders to coordinate an effective response to electricity outages and resulting impacts on Wisconsin’s citizens.



- 3.2.6 *Incident Management Team(s) (IMTs):* The State Emergency Operations Center may request assistance IMTs throughout the state to support logistics and operations functions of the SEOC.
- 3.2.7 *State Agency Liaisons:* During emergencies, the state agencies coordinate response efforts through liaisons at the SEOC. For general roles and responsibilities related to energy emergency response by Wisconsin’s state agencies, see ESF 12 *Energy* of the Wisconsin Emergency Response Plan (WERP).
- 3.2.8 *The Wisconsin Office of Energy Innovation:* Housed in the Public Service Commission, this office serves as the State Energy Office monitors prices and maintains contact with the petroleum industry on an as needed basis.

3.3 Monitoring Wisconsin’s Energy Supply

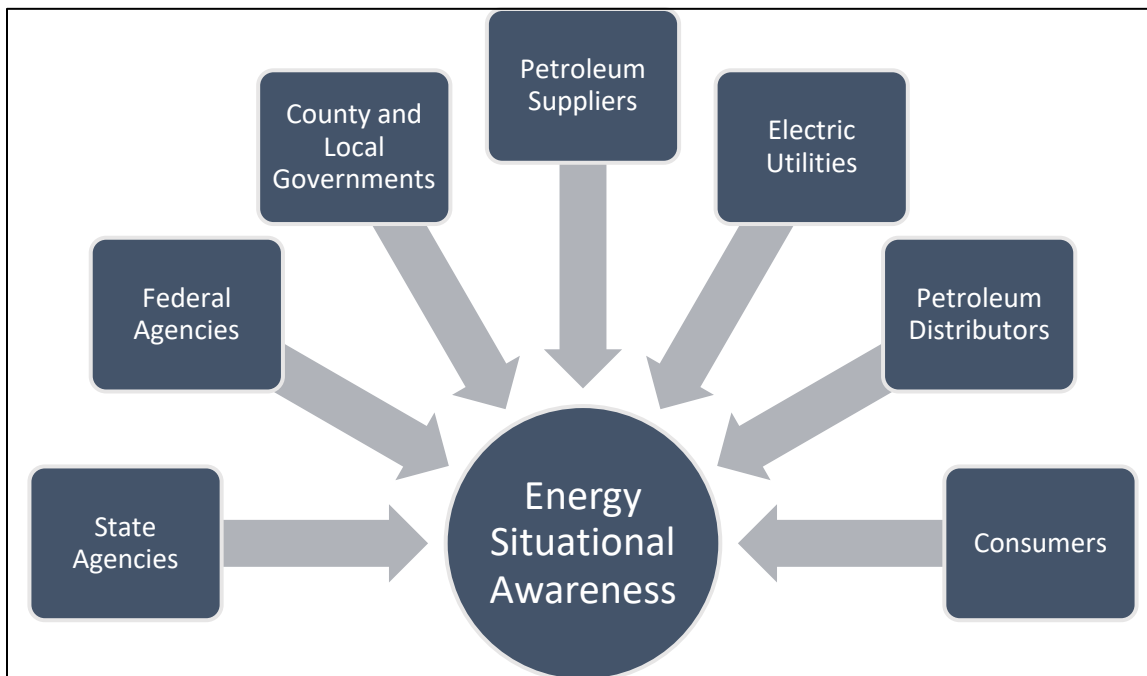


Figure 3: Energy Supply Monitoring

- 3.3.1 Establishing and maintaining situational awareness of Wisconsin’s energy supply is critical to identifying when petroleum shortage conditions exist or are likely to develop. Understanding these conditions helps responders make informed response decisions. There are several tools the state utilizes to monitor Wisconsin’s energy supply:
 - 3.3.1.1 EAGLE-I:



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- A) EAGLE-I is an interactive geographic information system (GIS) that allows users to view and map the nation's energy infrastructure and obtain near real-time informational updates concerning the electric, petroleum and natural gas sectors within one visualization platform.
 - B) EAGLE-I access is provided to certain members of state agencies with a valid "need to know" by the U.S. Department of Energy.
- 3.3.1.2 *Electric Utility Customer Outage Websites:*
- A) Most electric utilities in the state provide real time updates to outage information via public facing websites.
 - B) Electric utility outage websites typically show the number of outages, where the outages are occurring, and whether crews have been assigned to repair the outage. In some cases, utilities also provide restoration timeline estimates.
- 3.3.1.3 *U.S. DOE State Heating Oil and Propane Pricing Survey (SHOPP):* OEI participates in the U.S. DOE State Heating Oil and Propane Pricing survey program wherein prices for Number Two Heating Oil and propane are collected from retail outlets across the state weekly between October 1st and March 31st. Between April 1st and September 30th, OEI collects a monthly price to maintain the dataset. Data can be found here: https://www.eia.gov/dnav/pet/pet_pri_wfr_dcus_SWI_w.htm
- 3.3.1.4 *Utility Coordination Group:* If there is an imminent threat of a significant power outage impacting a wide area for a long duration, or if a similar outage is already underway, the state will activate the Utility Coordination Group. The Utility Coordination Group meets via conference call or video teleconference to share information and coordinate response to the incident. This group provides information about power outage areas and restoration timelines to the SEOC and Policy Group as needed.
- 3.3.1.5 *Fuel Coordination Group:* During a significant shortage, this group will convene to share information about supply levels and other constraints that may be limiting movement of fuel throughout the state.
- 3.3.1.6 *Fuel Tank and Price Database:* DATCP, WEM, and OEI contribute to a database of known fuel points within the state of Wisconsin, which is maintained by OEI. This database contains fuel storage tanks in use within the state. While actual fuel levels in each tank may not be known, this database gives response agencies an idea of what type of capacity may exist within an area of the state.



4. Shortage Levels and General Response Actions

Level 1 – Monitor and Alert

Definition: Signals that a level 1 shortage exists include price fluctuations in the state, caused by increased demand or reduced supply in foreign and/or domestic markets. A level 1 situation may be reached because of logistical issues that affect the propane or petroleum supply chain as well (including weather and unplanned outages at terminals). Industry communicates these early supply constraints with OEI. OEI recommends actions if necessary.

Resulting Effects:

- Minor changes to normal activity occurred or are occurring, state jobbers may experience increased waiting time at terminal supply racks.
- Some gasoline stations may report increased purchasing by motorists attempting to secure the lowest price gasoline.
- Gasoline, heating oil, natural gas, and other petroleum product prices may increase.

Communication Procedures: OEI notifies the WEM DO of shortage information. If the WEM DO receives shortage reports from tribal, county or local officials, the WEM DO will notify the OEI of the report. OEI collaborates with private sector industry to determine if mitigation procedures are necessary.

Phase	Action Item	Agency
Shortage Level 1	<ul style="list-style-type: none"> • Monitor petroleum industry price fluctuation • Notify other state agencies included in this plan if price fluctuation occurs. • Notify the governor’s office if price spikes warrant attention or supply is constrained (notify DOT, DOA, and State Patrol). • Coordinate with industry to determine if mitigation procedures such as hours of service waiver or weight limits waiver are deemed necessary to mitigate the situation. • Determine probability of escalation and coordinate with WEM. 	Office of Energy Innovation
	<ul style="list-style-type: none"> • Participate in coordination calls as needed 	Department of Administration
	<ul style="list-style-type: none"> • The WEM Duty Officer monitors reports of shortages received from state, local, and tribal officials. • WEM monitors weather conditions that may cause a shortage and affect the severity. • If shortage is expected to increase in severity or persist 	Wisconsin Emergency Management



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	<p>for an extended period, WEM may initiate consult with OEI to determine the need for a Fuel Coordination Group call to discuss the situation.</p> <ul style="list-style-type: none"> • Coordinate with private sector partners to monitor critical fueling facilities 	
	<ul style="list-style-type: none"> • Monitor weather and other variables that may be affecting electric and natural gas infrastructure • Collect information from utilities about short, localized outages/shortages or interruptions of Natural Gas customers • Determine probability of escalation-coordinate with OEI • Respond to the inquiries of WEM, other state agencies, and the governor’s office. 	Public Service Commission
	<ul style="list-style-type: none"> • May convene to discuss shortage conditions and potential response options. • If requested, provide response recommendations to government officials. 	Fuel Coordination Group
	<ul style="list-style-type: none"> • Monitor the impact of the shortage on Wisconsin’s food supply and agriculture industry. • Maintain liaison with biofuel production/retail fueling sites. • Establish variances as needed and authorized during an ongoing shortage. 	Department of Agriculture, Trade, & Consumer Protection
	<ul style="list-style-type: none"> • Coordinate with railroad partners to facilitate movement of vital energy materials (generators, etc.) and fuel. • Work with OEI to determine the need for waivers to mitigate the shortage. 	Wisconsin Department of Transportation
	<ul style="list-style-type: none"> • Monitor the impact of fuel related incidents or shortages on Wisconsin’s environment. 	Wisconsin Department of Natural Resources
	<ul style="list-style-type: none"> • Participate in Fuel Coordination Group calls as necessary. • Provide input to PSC and OEI as required. • Monitor fuel supplies and coordinate with appropriate emergency management and regulatory agencies. • Work with other state agencies to establish appropriate waivers to manage the shortage (when applicable) 	Private Sector Fuel Suppliers, Distributors, and Electric Utilities
	<ul style="list-style-type: none"> • Monitor and report shortages in accordance with established guidelines • Review local shortage mitigation and response plans 	Local Governments



Level 2 – Mild Shortage

Definition: A Mild shortage typically exists when there is a 5 to 10% reduction in petroleum throughout the state that is expected to last for one week or longer. Note: It is important to examine local supply levels as a 5% shortage in total supply may represent a very significant localized shortage in part of the state. It is possible that level 3 or level 4 response actions will need to be initiated locally. It is also possible that due to the timing of the shortage, no response will be necessary (consider a shortage in early spring when demand is likely to drop over the next several weeks). Note: the measures included below are to be taken in addition to those included in Level 1.

Resulting Effects:

- Minor changes to normal activity occurred or are occurring, state jobbers (distributors) may experience increased waiting time at terminal supply racks.
- Tight market conditions indicated by upward pressure on prices.
- Media may feature reports about higher prices.
- Gas distribution companies may curtail interruptible contract deliveries.
- National and regional oil companies may begin to hold customers to contract allocation vs. buy-as-needed.

Communication Procedures: OEI notifies the WEM DO of shortage information. If the WEM DO receives shortage reports from county or local officials, the WEM DO will notify the OEI of the report. OEI will brief the Fuel Coordination Group- state agencies, including DOA (Governor’s Office) on the anticipated severity and duration of the shortage. State agencies may be asked to participate in coordination calls depending upon the nature of the incident. OEI will determine the need for regional Energy Emergency Assurance Coordinators EEAC calls and notify colleagues as appropriate.

Phase	Action Item	Agency
Shortage Level 2	<ul style="list-style-type: none"> • Convene Industry/State agency Check in calls- if larger issue- include regional EEACs/NASEO/DOE. • Notify the governor’s office if price spikes warrant attention. • Coordinate mitigation requirements/recommendations with fuel suppliers and distributors. • Make recommendations to the governor’s office to declare an energy emergency, if necessary, which may include suspension of driver hour restrictions, roadway weigh limit modifications, and calls for statewide conservation efforts. 	Office of Energy Innovation/ OEI



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	<ul style="list-style-type: none"> • Work with other state agencies to develop a public messaging strategy specific to the shortage (if applicable) 	
	<ul style="list-style-type: none"> • Monitor impact of fuel shortage on key government facilities. • Coordinate response actions with WEM, OEI, and other state agencies as required. 	Department of Administration
	<ul style="list-style-type: none"> • WEM consults with OEI and convenes a Fuel Coordination Group call to discuss Hours of Service Waivers and/or weight limit waivers. • Coordinate with OEI, other state agencies & private sector partners to determine appropriate response measures (if any). • WEM may activate the SEOC. 	Wisconsin Emergency Management
	<ul style="list-style-type: none"> • Assess impact on energy sector. • Determine the probability of escalation of the shortage conditions • If the SEOC is activated, provide liaisons to the SEOC. 	Public Service Commission
	<ul style="list-style-type: none"> • Consider establishing a regular "battle rhythm" for updates amongst group members. • If requested, provide response recommendations to government officials. 	Fuel Coordination Group
	<ul style="list-style-type: none"> • Participate in Fuel Coordination Group Calls as applicable • Consult on fuel variance waivers if requested by industry. 	Department of Agriculture, Trade, & Consumer Protection
	<ul style="list-style-type: none"> • Coordinate with railroad partners to facilitate movement of vital energy materials (coal, generators, equipment, etc.) and fuel. • Review and implement (if necessary) speed limit changes, and other contingency plans. 	Wisconsin Department of Transportation
	<ul style="list-style-type: none"> • Participate in fuel coordination calls as applicable • Coordinate with EPA and other appropriate agencies regarding the need for and processing of air quality waivers. 	Wisconsin Department of Natural Resources
	<ul style="list-style-type: none"> • Participate in Fuel Coordination Group calls as necessary. • Provide input to OEI as required. • Monitor fuel supplies and coordinate with appropriate emergency management and regulatory agencies. 	Private Sector Fuel Suppliers & Distributors



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	<ul style="list-style-type: none">• Implement local response plans as applicable.• Provide OEI with information about local shortage conditions as applicable.	Local Governments
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Level 3 – Moderate Shortage

Definition: A moderate shortage typically exists when there is a 10 to 15 percent reduction in petroleum products for three weeks or more. As with a level 2 shortage, it is important to consider that some locations throughout the state may be experiencing a more significant shortage than others. Note: Power outages may cause localized Level 3 or Level 4 shortages with little or no warning.

Resulting Effects:

- Prices for key fuels rise at a rate of 15% or more per week.
- Natural gas supplies fall and there is heavy draw upon storage. Interruptible customers may lose service. Demand for propane may increase as it is a back-up fuel used by interruptible generation units, as is fuel oil.
- Driver hours increase dramatically as fuel is drawn from terminals at more distant locations
- National media begins reporting an “energy crisis” and accusations of price gouging
- Public starts losing patience with inconvenience.
- Economic impact is felt, particularly in retail commerce.
- Low-income advocates demand assistance and volunteer programs accelerate.
- Inside the City Gate curtailment may expand beyond interruptible customers to firm customers.
- Bulk customers report allocation at terminals across the state

Communication Procedures:

The Fuel Coordination Group including: DOA, DOT, WEM, OEI, PSC, DATCP, DHS, and key private sector partners, will convene and determine best course of action. It is likely an energy emergency will be declared during a Level 3 Shortage. OEI will contact DOE and discuss the situation and response options. Depending upon the nature of the incident, the SEOC may be elevated. State agencies should discuss how messaging will be handled. Consider establishing a Joint Information Center.


Phase	Action Item	Agency
Shortage Level 3	<ul style="list-style-type: none"> • Send liaison officer to SEOC if elevated. • Initiate a Fuel Coordination Group meeting to discuss shortage severity and possible mitigation and response activities. • Keep the Governor’s office informed about shortage severity & ongoing efforts in the private sector to meet demand • Coordinate with private sector partners to monitor critical fueling facilities. Report out to Fuel Coordination Group • Make recommendations to the Governor’s office on any declarations, suspension of driver hour restrictions, 	Office of Energy Innovation



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	weight limits, air quality waivers for fuel specification, or calls for statewide conservation efforts.	
Shortage Level 3	<ul style="list-style-type: none"> • Make recommendations to the governor’s office on any declarations, air quality waivers for fuel specification, or calls for statewide conservation efforts. 	Department of Agriculture, Trade, and Consumer Protection
	<ul style="list-style-type: none"> • Provide legal assistance/advice regarding response activities, when requested by WEM or OEI, • Coordinate response actions with WEM, OEI, and other state agencies as required • Work with state agencies to implement conservation policies/procedures (when appropriate). 	Department of Administration
	<ul style="list-style-type: none"> • Support local response efforts to help those impacted by the energy shortage. • When appropriate, coordinate response efforts with FEMA, DHS, and other federal partners. • Coordinate with OEI, DOA, & private sector partners to determine appropriate state response measures (if any). • Elevate the SEOC if necessary. 	Wisconsin Emergency Management
	<ul style="list-style-type: none"> • Provide updates as necessary and appropriate • Respond to the inquiries of WEM, other state agencies, and the governor’s office. • Provide SEOC Liaisons if SEOC is elevated. 	Public Service Commission
	<ul style="list-style-type: none"> • Will convene to discuss shortage conditions and potential response options. • Provide response recommendations to government officials. 	Fuel Coordination Group
	<ul style="list-style-type: none"> • Monitor highways that may provide key truck transportation routes for the delivery of energy that may require granting exemptions in emergencies. • If necessary, facilitate roadway clearance or access to enable delivery of fuel to areas experiencing shortages. • Coordinate with railroad partners to facilitate movement of vital energy materials (coal, generators, equipment, etc.) and fuel. • Review and implement (if necessary) speed limit changes, and other contingency plans. 	Wisconsin Department of Transportation



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	<p>Petroleum Shortage Contingency Plan</p> <ul style="list-style-type: none"> • Monitor the impact of fuel related incidents or shortages on Wisconsin's environment. • Assist OEI and other state agencies with implementation of appropriate response measures 	Wisconsin Department of Natural Resources
	<ul style="list-style-type: none"> • Participate in Fuel Coordination Group calls as necessary. • Provide input to OEI as required. • Monitor fuel supplies and coordinate with appropriate emergency management and regulatory agencies. 	Private Sector Fuel Suppliers & Distributors
	<ul style="list-style-type: none"> • Monitor and report shortages in accordance with established guidelines • Review local shortage mitigation and response plans • Report disturbances to local law enforcement 	Fuel Stations



Level 4 – Severe Shortage

Definition: A severe shortage exists when there is a greater than 20 percent reduction in petroleum products three or more weeks. As with a level 3 shortage, it is important to consider that some locations throughout the state may be experiencing a more significant shortage than others. Note: Power outages may cause localized Level 3 or Level 4 shortages with little or no warning. It might also create localized shortages in areas that have power that are immediately adjacent those that are without power as individuals drive to locations with power to obtain fuel for vehicle and generators.

Resulting Effects:

- Local product storage is extremely low or exhausted.
- Retail motor fuel, heating oil and propane dealers receive an accelerating lower percentage of their normal fuel allocation or contract volumes and have difficulty maintaining contract delivery. Petroleum tanker trucks experience long wait times at petroleum/propane terminals or are driving longer distances to out of state terminal to obtain fuel supplies
- Firm natural gas supplies fall well below normal. All Interruptible gas customers have had their supply cut off.
- Price gouging may occur.
- Public safety agencies may be called upon to protect energy suppliers such as motor gasoline outlets or in some case tanker escorts.
- Media covers the issue daily. The public may demand mandatory conservation measures at government and commercial facilities.
- If occurring during winter, shelters may be needed to provide heat for some residents
- Tourism and discretionary shopping is severely impacted.
- Danger to vulnerable citizens if normal heating/cooling is interrupted
- Gasoline lines may develop.
- Inside the City Gate curtailment may expand beyond interruptible customers to firm customers.

Communication Procedures:

The Fuel Coordination Group including state agencies and key private sector partners will convene and determine best course of action. An energy emergency will be declared during a level 4 shortage. The Governor can declare an energy emergency for up to 60 days per Wis. Stat. § 323.10 and would likely have already declared an emergency in response to the level 2 shortages. Depending upon the nature of the incident, the SEOC may request federal assistance and coordinate its response action with other states in the region that may have also been affected. It is strongly recommended that state agencies coordinate public messaging during a level 4 shortage. If applicable, stand up a Joint Information Center.



Phase	Action Item	Agency
Shortage Level 4	<ul style="list-style-type: none"> • Monitor petroleum industry price fluctuation across the nation- hold fuel coordination group calls in state to brief leadership. • Hold Regional calls with EEACs from surrounding states, NASEO, and DOE. • Request regional waiver from FMCSA (with DOT/State Patrol) At level 4 HOS would likely have been waved and weight limits modified in-state via EO. • Regularly brief the Governor’s Office about the ongoing situation and recommend response actions • Establish “battle rhythm” for Fuel Coordination Group Activities throughout the duration of a level 4 shortage • If product shortage is localized in the state, OEI will work with transporters to alleviate shortage by bringing product into affected area. • Statewide voluntary conservation measures should be in place. OEI will consider recommending that the Governor implement even-odd fueling if this is not limited to one portion of the state along with priority end-user designation. 	Office of Energy Innovation (OEI)
	<ul style="list-style-type: none"> • Coordinate response actions with WEM, OEI, and other state agencies as required • Implement conservation measures at Government facilities where appropriate • Work with state agencies to initiate Continuity of Government (COG) plans when applicable 	Department of Administration
	<ul style="list-style-type: none"> • WEM will convene Fuel Coordination Group call to discuss potential response actions. • Coordinate with OEI, DOA, and private sector partners to determine appropriate response measures. • WEM elevate the SEOC to appropriate level. • WEM opens Joint Information Center to control messaging, diffuse panic buying of fuel, and push out information about working from home, conservation etc. 	Wisconsin Emergency Management
	<ul style="list-style-type: none"> • Regular meetings are convened to discuss shortage conditions and potential response options. • Provide response recommendations to government 	Fuel Coordination Group



	officials.	
	<ul style="list-style-type: none"> • Monitor the impact of the shortage on Wisconsin’s food supply and agriculture industry. • Maintain liaison with biofuel production and retail fueling sites. 	Department of Agriculture, Trade, & Consumer Protection
	<ul style="list-style-type: none"> • Monitor highways that may provide key truck transportation routes for the delivery of energy that may require granting exemptions in emergencies. • If necessary, facilitate roadway clearance or access to enable delivery of fuel to areas experiencing shortages. • Coordinate with railroad partners to facilitate movement of vital energy materials (coal, generators, equipment, etc.) and fuel. • Review and implement (if necessary) speed limit changes, and other contingency plans. 	Wisconsin Department of Transportation
	<ul style="list-style-type: none"> • Monitor the impact of fuel related incidents or shortages on Wisconsin’s environment. 	Wisconsin Department of Natural Resources
	<ul style="list-style-type: none"> • Participate in Fuel Coordination Group calls as necessary. • Provide input to OEI as required. • Monitor fuel supplies and coordinate with appropriate emergency management and regulatory agencies. 	Private Sector Fuel Suppliers & Distributors
	<ul style="list-style-type: none"> • Monitor and report shortages in accordance with established guidelines • Implement local response plans as appropriate • Coordinate messaging with State JIC 	Local Governments

5. Propane and Heating Oil Shortage Responses

5.1 Background

- 5.1.1 Propane and heating oil shortages, while infrequent, have the potential to cause significant problems for Wisconsin’s residents, particularly during winter months when it is used for heating. Over 250,000 Wisconsin households use propane as a primary heating source. During shortages, propane and heating oil prices can increase dramatically, causing significant problems for low-income families who rely on them for heat.
- 5.1.2 In 2014, for instance, Wisconsin experienced a significant propane shortage resulting from a particularly cold winter, dubbed a “polar vortex” as well as a pipeline reversal. The resulting shortage drove prices from \$1.64 per gallon at the beginning of heating season to almost four



times that number by the end of the season. If a shortage were to become even more severe, heating shelters would need to be opened to ensure the safety of the residents in areas relying on propane.

- 5.1.3 Due to the potentially significant impacts heating oil and propane shortages may have on the residents of Wisconsin, it is critical that state and local officials monitor supply levels and work with industry to implement appropriate response measures when they occur.

5.2 Heating Oil and Propane Supply Monitoring

5.2.1 Communication with Industry Associations:

5.2.1.1 OEI regularly communicates with propane and heating oil associations to understand what issues suppliers and distributors are encountering that may limit the ability to provide adequate supply to customers.

5.2.1.2 If mild to moderate supply issues are suspected or confirmed, OEI will work with the Wisconsin Propane Gas Association (WPGA) to determine the root cause and identify potential solutions. OEI may establish monthly conference calls to gather information with key stakeholders. When appropriate, WEM, other state agencies, and U.S. Department of Energy personnel may be invited to these calls.

5.2.1.3 If severe supply issues are suspected or confirmed, OEI may establish weekly conference calls with WPGA, WEM, U.S. DOE, and other state agencies as necessary (including the Governor's office when appropriate) to gather information and identify necessary actions to resolve supply issues.

5.2.1.4 OEI also uses SHOPP Survey results to monitor prices throughout the state.

5.2.2 Consumer complaints:

5.2.2.1 DATCP Monitors customer reports & complaints. If complaints are related to propane supply, DATCP will notify OEI of the situation and work to resolve the complaint. OEI and DATCP work together to identify patterns in customer complaints to identify potential supply issues.

5.2.2.2 The PSC also takes consumer complaints through their call center.

5.2.3 Wisconsin Home Energy Assistance Program customer reports

5.2.4 Reports through Tribal or County Emergency Managers

5.2.5 211 calls about home heating.

5.3 Propane Shortage Response Measures:

5.3.1 The response measures included below are presented as a "menu" of options. Some or all of these measures may not apply to a particular incident depending upon the cause, scope, and nature of the incident. Stakeholders should work together to identify the best actions based upon the situation at hand.

5.3.2 Waivers, Variances, and other Executive Orders:

5.3.2.1 *Weight Limits:* In the event of a propane shortage, increasing weight limits may allow distributors to haul additional product. OEI will consult with DOT, State Patrol, WPGA and



other state agencies as necessary to determine whether a weight limit increase may assist with supply delivery. If it is deemed necessary, it is possible to increase weight limits for vehicles hauling propane. See section [6.3](#) of this plan for implementation procedures.

- 5.3.2.2 *Waiver of the Safety Rules (including Driver Hours limits) of the Federal Motor Carrier Safety Administration:* The waiver of the safety rules in 49 CFR Parts 390-399 can be helpful, particularly when drivers are facing increased wait times at propane terminals because it allows drivers to drive past their normal time limits to deliver product. See section [6.2](#) of this plan for implementation procedures.
- 5.3.2.3 *Announcement of Period of Abnormal Economic Disruption:* This executive order can be issued by the Governor to combat price gouging if it occurs. See section [6.1](#) for additional information & implementation procedures.
- 5.3.3 *State Acquisition & Delivery of Propane:* Wisconsin is home to a nationwide petroleum hauler involved in the Fuel Coordination group. This hauler relationship is important to the success of this plan because the group can bring drivers from out-of-state, has drivers who are authorized ("carded" i.e. have the appropriate safety training) to use various terminals, and can provide emergency hauling to the State of Wisconsin. As a component of North America's largest tank truck hauler, this company delivers over 20 billion gallons of refined petroleum products in the United States.
- 5.3.3.1 OEI will facilitate the delivery of propane if the situation is dire and vulnerable populations are at risk. During the propane crisis of 2013-14 (which coincided with a prolonged period of extremely low temperatures dubbed the "polar vortex") OEI contracted with this nationwide hauler to deliver propane to low-income customers in the North, when their propane company abruptly went out of business due to lack of product. Electric utilities had propane stockpiled for use during peak demand in the summer months. OEI (was then located within the Department of Administration) worked with agency lawyers to draft a contractual agreement with two investor-owned utilities to remove the propane (via an additional contract with the hauler) and replace the product in the spring.
- 5.3.4 *Federal Aid Request:* DOE's Office of Electricity Delivery and Energy Reliability issued a report in 2014 on heating fuel markets. This report said: "On February 7, 2014, in another effort to alleviate the propane shortages in the Midwest and Northeast, the Federal Energy Regulatory Commission (FERC) invoked its emergency authority under the Interstate Commerce Act to direct Enterprise TE Products Pipeline Company, LLC (TEPPCO) to temporarily provide priority treatment to propane shipments from Mont Belvieu, Texas". In response to the FERC order, approximately 18 million barrels per day of supply was added to the TEPPCO pipeline serving the Midwest and Northeast. This was the first time that FERC had used this emergency authority for any reason. This authority might be used to give priority to other liquid fuels when future fuel shortages might warrant. A description of FERC authorities is included below:

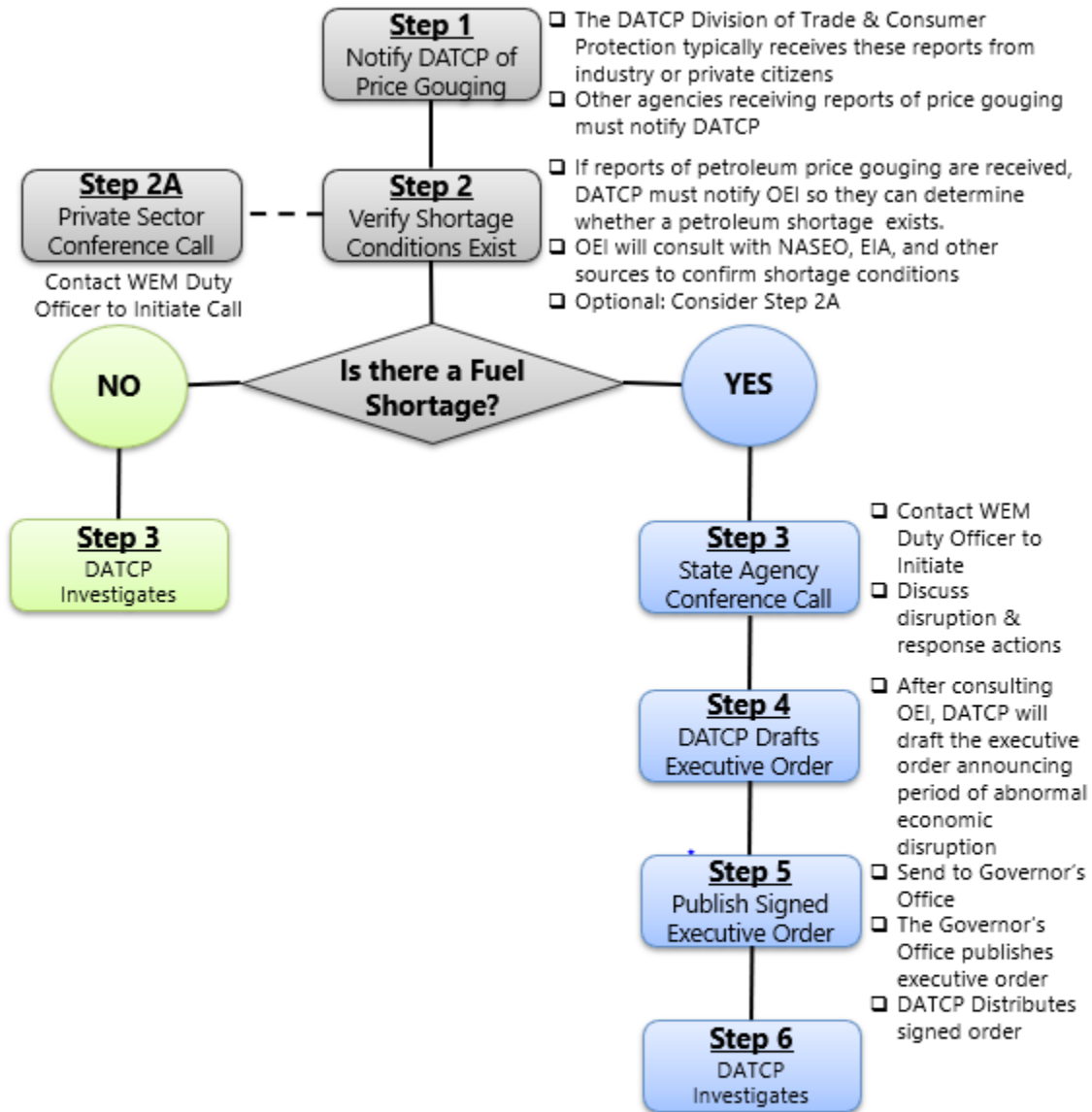


6. Emergency Orders, Waivers, and Variances



6.1 Announcement of Period of Abnormal Economic Disruption

Announcement of Period of Abnormal Economic Disruption



The Purpose of an Announcement of a Period of Abnormal Economic Disruption:

During a petroleum shortage, this executive order is necessary to combat price gouging, and later to successfully prosecute any retailer for price gouging. Wisconsin clarified its pricing and anti-gouging laws after Hurricane Katrina resulted in 7 Wisconsin retailers being charged with pricing violations. Wis. Stat. §100.305 Prohibited Practice During Periods of Abnormal Disruption, and administrative code §ATCP 106 Price Gouging During an

Figure 4: Announcement of Period of Abnormal Economic Disruption



6.2 Waiver of the Safety Rules (including driver hour limits) of the Federal Motor Carrier Safety Administration:

- 6.2.1 Safety rules (including hours of service) can be waived during an emergency in order to increase the ability of drivers to deliver petroleum products.
- 6.2.2 Emergency relief from the safety regulations has been commonly referred to by the states as a waiver of driver hours-of-service. However, for commercial motor vehicle (CMV drivers) qualifying for the exemption, a Gubernatorial or Federal declaration of emergency invokes 100 percent exemption from all of the safety regulations contained under regulations 49 CFR Parts 390—399 (see below). This is true regardless of whether the emergency declaration specifically states the full extent of the exemption. Furthermore, the exemption to parts 390-399 is in effect regardless of the language of the declaration. This means a declaration cannot provide regulatory relief from only a certain part (e.g., Hours of Service, etc.). The only exception is an extension issued by the Federal Motor Carrier Safety Administration (FMCSA) which may contain limitations.
 - 6.2.2.1 Part 390—General Applicability
 - 6.2.2.2 Part 391—Qualification of Drivers
 - 6.2.2.3 Part 392—Driving of Commercial Motor Vehicles
 - 6.2.2.4 Part 393—Parts and Accessories Necessary for Safe Operation of a CMV
 - 6.2.2.5 Part 395—Hours-of-Service of Drivers
 - 6.2.2.6 Part 396—Inspection, Repair and Maintenance
 - 6.2.2.7 Part 397—Transportation of Hazardous Materials – Driving and Parking Rules
 - 6.2.2.8 Part 398—Transportation of Migrant Workers
 - 6.2.2.9 Part 399—Employee Safety and Health Standards
- 6.2.3 I-39 and I-41 were identified as interstates through special US congressional legislation that identified the route as well as identifying the weight limits and restrictions for them. The exempt section of I-39 (the 104-mile section b/w Wis 78 and US 51 near Portage, WI, and Wis 29 south of Wausau, WI) is referenced by 23 USC 127(f). The exemption for I-41 is referenced in 23 USC 127(j). WI State Statute (Wis. Stat. §340.01 (15s) and Wis Admin Code Ch. Trans 325.02) correctly reflects federal law and subsequent regulations, as they are required to by 23 CFR 658.17. Other than the aforementioned interstates, the State of Wisconsin can only waive weight limits on state highways.
- 6.2.4 Governors may use an emergency declaration to waive weight limits for petroleum tanker trucks. Such a measure only applies within the State that issued the emergency declaration. Should trucks have to go out of state for fuel supplies, they are subject to weight limits in the states through which they pass. As a result of these limits, some trucks with larger fuel hauling capacities might be required to move partial loads. This did occur during the Midwest propane shortages during the winter of 2013/2014. Wisconsin has waived weight limits in various situations over the past 40 years and will continue to do so.
- 6.2.5 OEI will coordinate with the regional EEACs and Federal Motor Carriers to waive weight limits across the Midwest if a dire situation, such as the propane crisis of 2013-14 should occur.

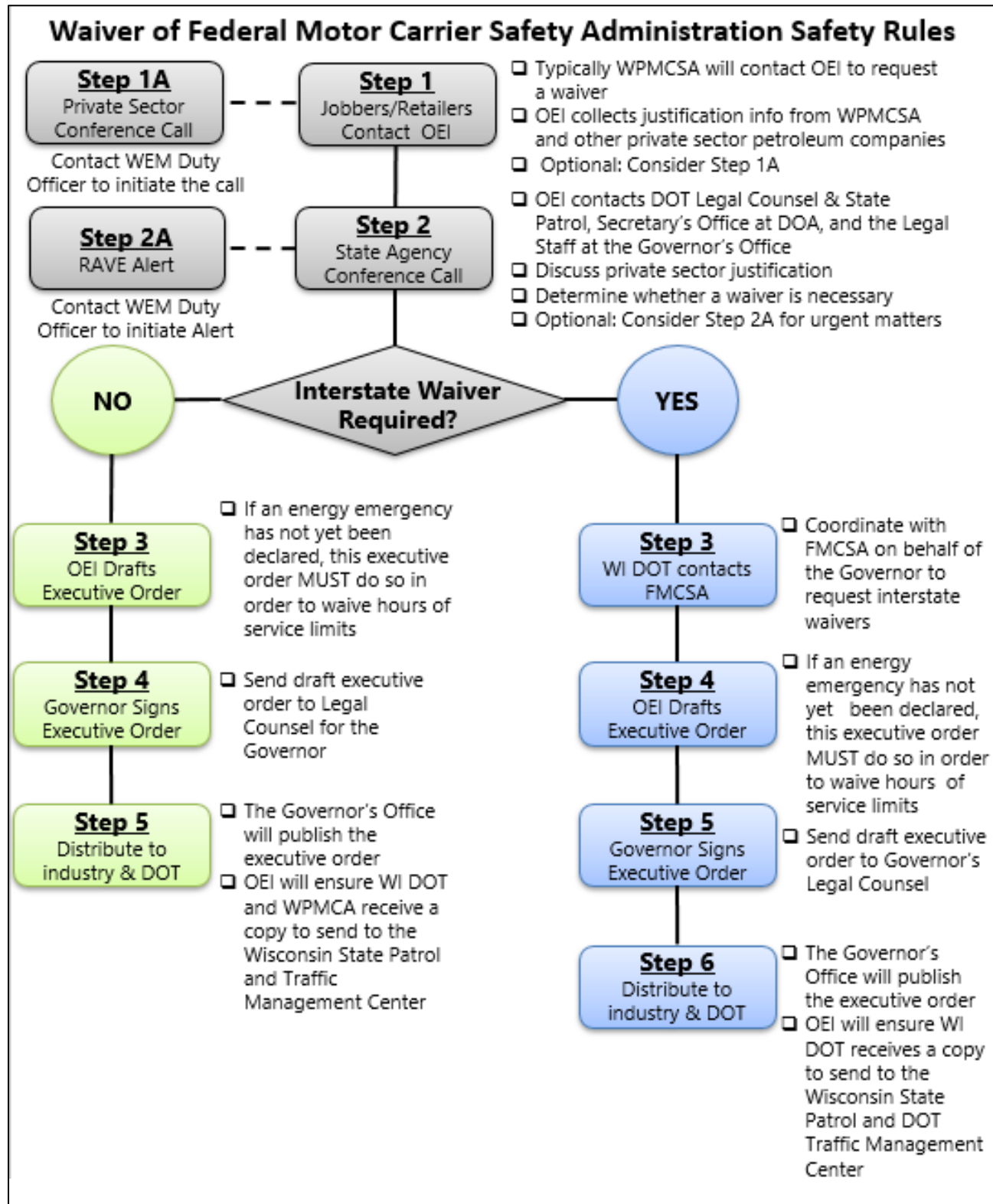


Figure 5: Waiver of FMCSA Safety Rules

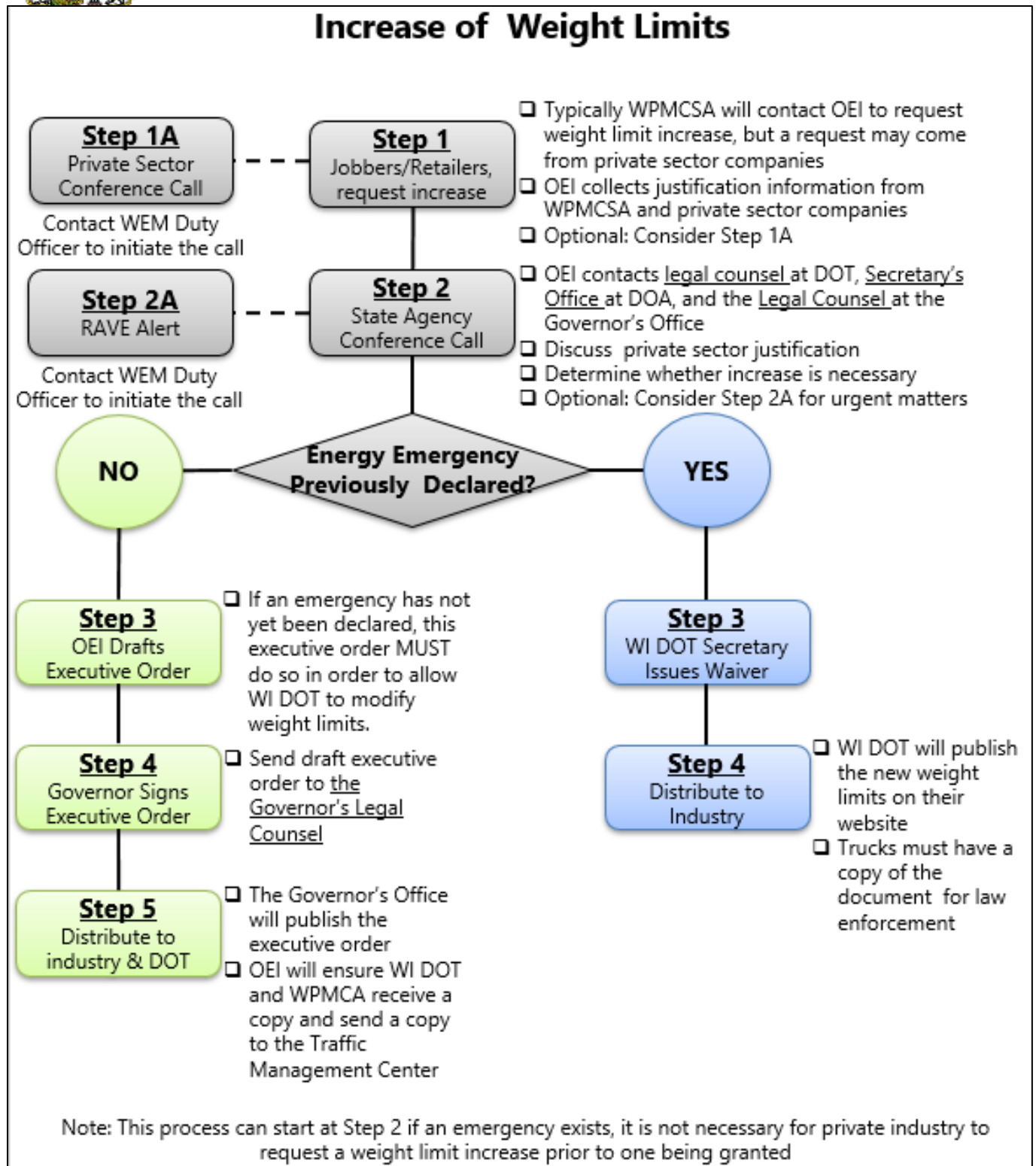
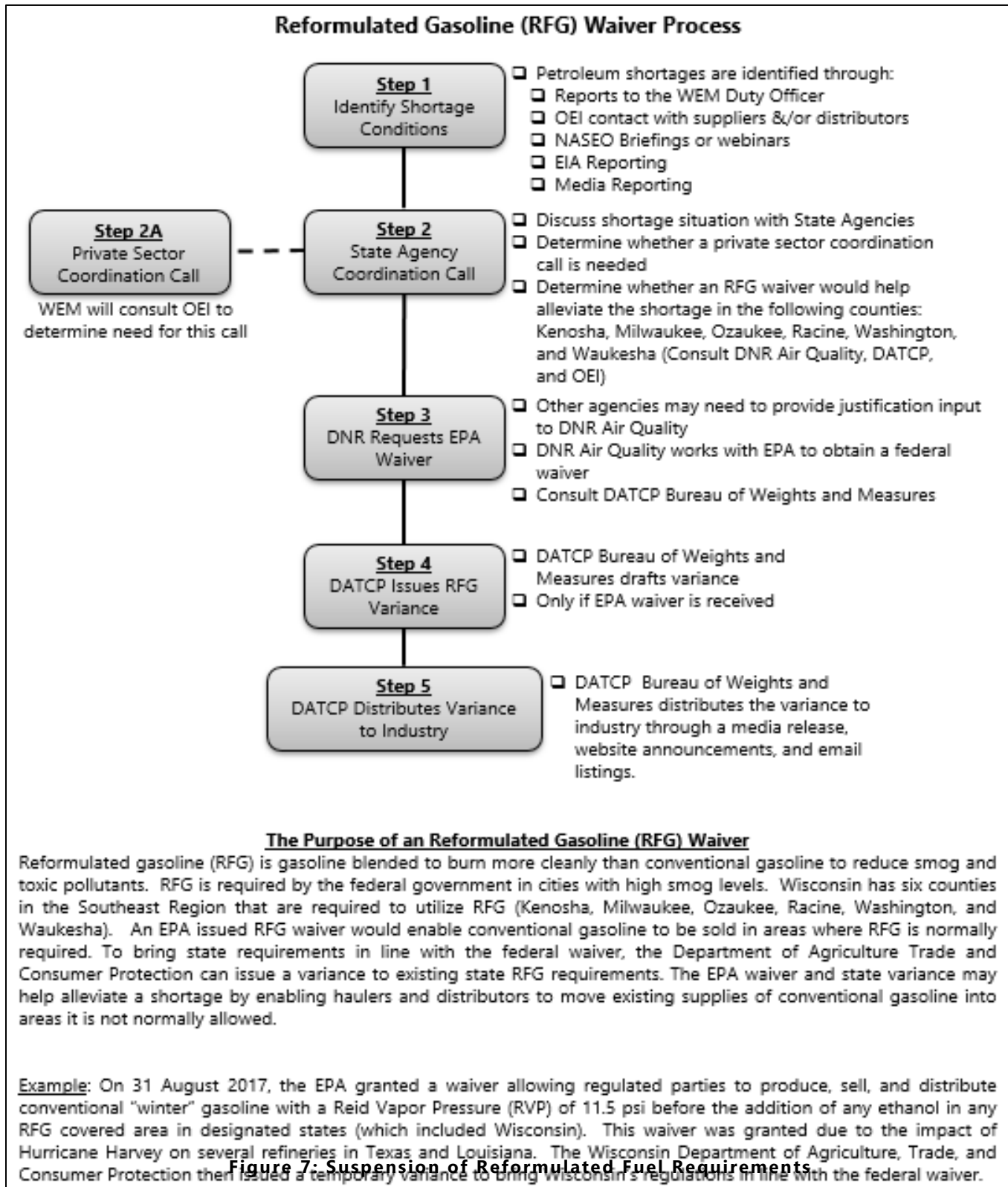


Figure 6: Increase of Weight Limits

6.3 Increase of Weight Limits



6.4 Suspension of Reformulated Fuel Requirements



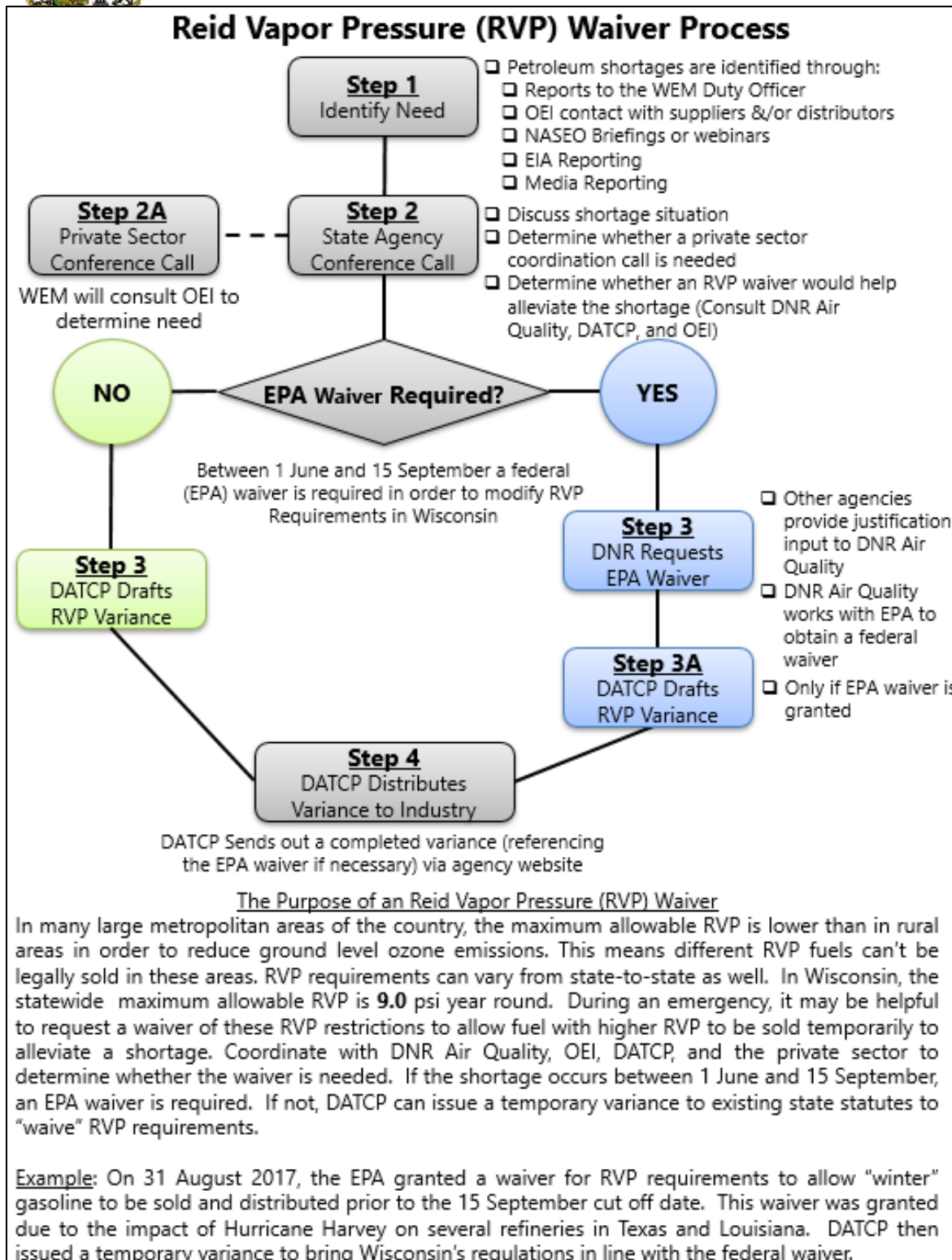


Figure 8: Reid Vapor Pressure (RVP) Waivers

6.5 Reid Vapor Pressure Waivers



6.6 Suspension of Air Permit Requirements at Terminals:

- 6.6.1 Fuel terminals in Wisconsin are considered “major sources” for purposes of air emissions. As such, each is subject to its own individual air permit restrictions. Most terminals have a form of vapor emission control or vapor recovery. These systems are so integral to the terminal that fuel cannot be loaded into trucks if the vapor-recovery system is not running. In the event of an emergency that cuts electrical power to a petroleum terminal, it might be necessary to use emergency back-up generators to access petroleum in the bulk storage tanks. The terminals would need a temporary waiver of their air permits in order to access product without running their vapor recovery systems.
- 6.6.2 Procedures: Once industry has requested a waiver and brought proper justification to OEI/Fuel Coordination Group, the Governor’s office will direct DNR air quality regulators to coordinate with DATCP and the EPA to obtain these waivers.

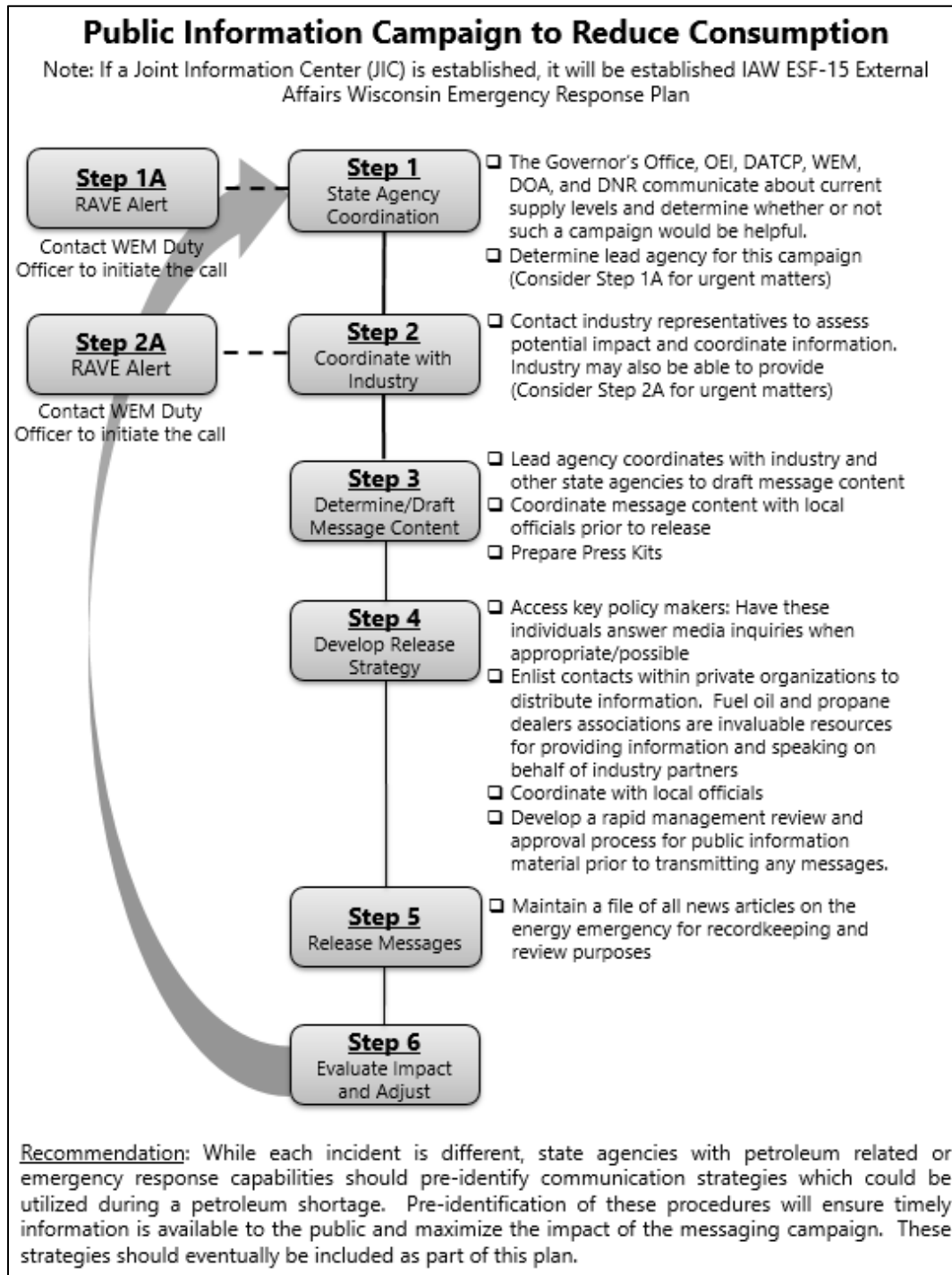
6.7 Suspension of Oxygenate Requirements for Using Sub-Octane Fuel:

- 6.7.1 In Wisconsin, the base-stock of gasoline is usually 84 or 84.5 octane, otherwise known as sub-octane. When ethanol is added, the octane of the finished gasoline ethanol blend is 87. This sub-octane grade can be blended with premium and ethanol to achieve midgrade and premium level products. In most parts of Wisconsin, terminals offer a sub-octane grade to which the purchaser may add ethanol. In other areas, the product may be offered only as a finished blend (i.e. sub-octane already blended with ethanol and sold as a finished product). The importance of this fact is that most petroleum in terminal storage tanks is sub-octane (however, most fuel in bulk tanks will be finished product). Vehicles can run for limited amounts of time on sub-octane. However, a waiver from this environmental requirement would be necessary.
- 6.7.2 Procedures: In the event of a severe shortage, industry would request this waiver and OEI would convene the Fuel Coordination Group. Prior to an emergency, the Legal Coordination Group should be convened to discuss liability associated with requesting such a waiver. If the request is approved, the Governor’s Office will direct DATCP to coordinate with the EPA to obtain these waivers.



7. Conservation Measures

7.1 Public Information Campaign to Reduce Consumption





- 7.1.1 Note: During serious shortages, a Joint Information Center (JIC) should be established IAW ESF-15 External Affairs of the Wisconsin Emergency Response Plan.
- 7.1.2 See Figure 9 for additional suggestions regarding a public information campaign to reduce consumption.

7.2 Recommend Employer-Based Travel Assistance (Car Pooling)

- 7.2.1 **Description:** The State Government may recommend (through press release) that companies implement measure to allow employees to carpool. These measures would be non-mandatory but may help reduce fuel consumption.
- 7.2.2 **Intent of Measure:** Conserve fuel by reducing the number of vehicles being used to transport workers to employment locations.
- 7.2.3 **Conditions under Which the Program May be used:** This measure could be used anytime; however, it may be particularly useful when shortage conditions are moderate or severe.
- 7.2.4 **Legal Authority:** Legal authority for a request is not needed because the measure is voluntary.
- 7.2.5 **Implementation Procedures:** Governor or designated representative can host a press conference and include this measure as a recommendation. Guidance for how to implement car-pooling procedures can be provided by Wisconsin DOT.

7.3 Compressed Work Week for State and Local Governments:

- 7.3.1 **Description:** The workweek for certain state and local government agencies may be decreased in the event of a significant fuel shortage. This would consist of eliminating one or more days from the workweek.
- 7.3.2 **Intent of Measure:** Conserve fuel by reducing required travel by government employees. Government officials could recommend the same procedures to private sector entities.
- 7.3.3 **Conditions under Which the Program May be used:** This measure could be used when shortage conditions are moderate or severe.
- 7.3.4 **Legal Authority:** [Wis. Stat. § 230.35\(5\)\(c\)](#) gives authority to the governor to “order some or all of the offices and other work stations of the departments of state government closed for specified periods of time or may order such other deviations in office hours or the standard basis of employment as may be necessitated by weather conditions, energy shortages or emergency situations. The governor’s order may specify how any time off or other deviation occasioned by the order may be covered for state employees.”
- 7.3.5 **Implementation Procedures:** Governor designates lead agency (likely DOA) via emergency Executive Order and agencies are notified. Local Governments will be encouraged to relieve non-essential personnel in order to save resources such as diesel fuel for generators.

7.4 Minimum Purchase Plans for Gasoline and Diesel Fuel:

- 7.4.1 **Description:** This minimum purchase plan requires motorists to purchase a minimum amount of gasoline or diesel. This could be done as a voluntary suggestion or could be a requirement to pay the minimum in advance.



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- 7.4.2 **Intent of Measure:** Minimize tank topping in an effort to prevent or eliminate lines of vehicles waiting to purchase motor fuel and to increase fuel supply. A penalty could be imposed on any driver who purchases less than the required amount. During a period of emergency, tank topping removes valuable fuel from the market and encourages hoarding. When drivers are provided an incentive to refill their tanks only when necessary, motor fuel will be more equitably distributed, allowing all citizens the opportunity to refuel with shorter wait times.
- 7.4.3 **Conditions under Which the Program May be Used:** This program could be used when significant lines of vehicles either develops at retail fueling stations or when conditions exist that would make them likely. Pre-conditions for the development of lines would include a shortage of motor fuel supplies resulting in significant declines of the average hours of operation by retail gasoline station owners. Lines are most likely in urban and suburban areas, as people stay closer to home.
- 7.4.4 **Legal Authority:** The Governor may initially introduce conservation measures as voluntary on the part of the public. However, if necessary, the Governor can mandate these measures under his powers granted by [Wis. Stat. § 323.12 \(4\) Powers During an Emergency](#)
- 7.4.5 Implementation Procedures:
- 7.4.5.1 State Level:
- A) OEI will coordinate with WPMCA and other private sector partners as necessary to determine the need for this program.
 - B) If the Governor deems implementation of this measure necessary, he/she will issue an executive order directing implementation of this plan. The Governor may exempt certain categories of vehicles (typically those involved in life-safety or emergency response operations. Specific exemptions will be outlined in the content of the executive order. For specific executive order language recommendations see sample Executive orders in Appendix A.
 - C) To set the minimum purchase amount, the Governor may direct OEI to coordinate with WPMCA and other industry representatives to determine what value would have the best chance of resolving issues while enabling citizens to purchase adequate fuel.
 - D) Copies of the executive order are posted to the governor's website, and printed and mailed or disseminated electronically to all petroleum stations, oil companies, county governments, and municipal governments in the designated area.
 - E) The Public Service Commission of Wisconsin Consumer Affairs call center will be used to handle inquiries, complaints, and resolve any disputes. Associated violence or intransigence would be referred to the county or local police as necessary. The Public Service Commission of Wisconsin website and other social media methods could be utilized to handle public inquiries and complaints. All public announcements would be managed by the Governor's office.
- 7.4.5.2 Fuel Vendors/Distributors:
- A) Responsible for carrying a copy of the Executive order, posting placards with associated information
- 7.4.5.3 County and Local Government:



- A) Coordinate with WEM and/or the JIC to disseminate message of conservation and cooperation.
- B) Use social media

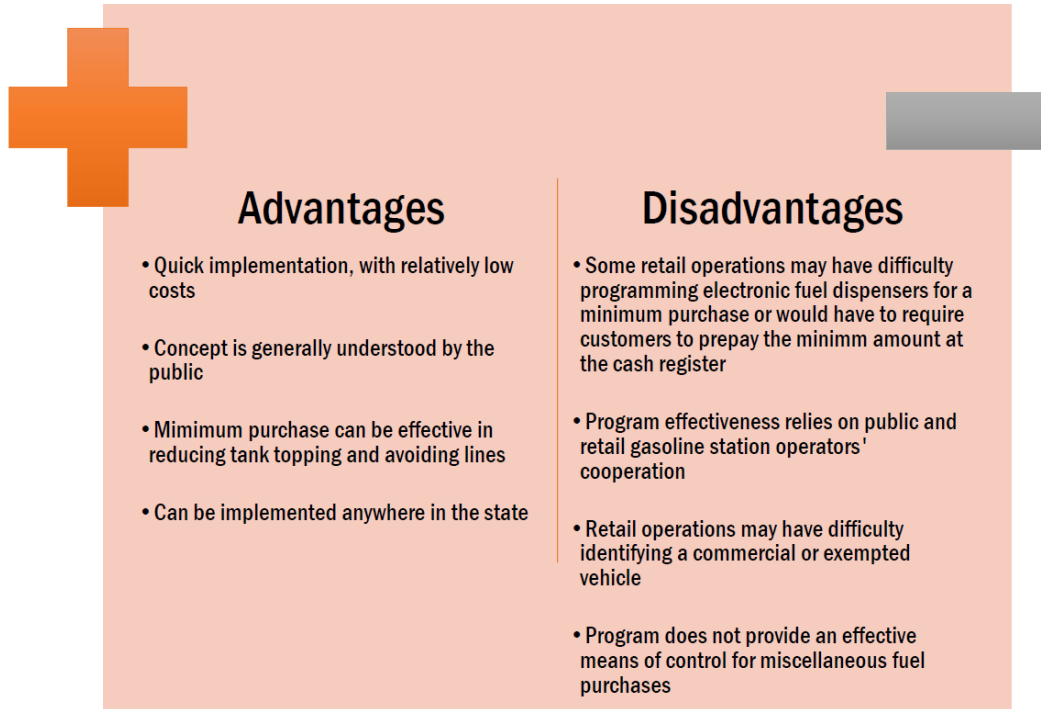


Figure 10: Advantages and Disadvantages of the Minimum Purchase Plan

7.5 Variable Work Hours:

- 7.5.1 **Description:** The Governor may direct state agencies to vary work hours during an emergency.
- 7.5.2 **Intent of Measure:** Varying state agency hours may reduce traffic during "rush" hours and ultimately reduce fuel consumption.
- 7.5.3 **Conditions Under Which the Program May be Used:** This measure could be used during a moderate to severe fuel shortage situation at the discretion of the Governor or his/her authorized representative.
- 7.5.4 **Legal Authority:** [Wis. Stat. § 230.35\(5\)\(c\)](#) gives authority to the Governor to vary work hours of state employees.
- 7.5.5 Implementation Procedures:
 - 7.5.5.1 If the Governor deems implementation of this measure necessary, he/she will issue an executive order directing implementation of this plan. The Governor may exempt agencies as needed.
 - 7.5.5.2 Copies of the executive order will be disseminated to all state agencies.



- 7.5.5.3 Messaging: Local media outlets should be notified of any variation in state agency operating hours so members of the public know when services may be available. Additionally, public messaging about the variation should be conducted to ensure local officials and the public are aware of the reason for the changes.

7.6 Recommend Telework Policies:

- 7.6.1 **Description:** Many state agencies and private sector companies allow employees to work from remote locations via computer or phone to save on facility costs, provide schedule flexibility to employees, and/or save on travel expenses.
- 7.6.2 **Intent of Measure:** Implementation of telework policies during a petroleum shortage may limit the amount of travel required by some state employees and ultimately help preserve available fuel supplies for essential travel.
- 7.6.3 **Conditions under which the Program May be used:** This measure could be utilized during a moderate to severe fuel shortage situation at the discretion of the Governor or his/her authorized representative.
- 7.6.4 **Legal Authority:** [Wis. Stat. § 230.35\(5\)\(c\)](#) gives authority to the Governor to authorize telework.
- 7.6.5 Implementation Procedures:
- 7.6.5.1 DOA/DPM and COOP/COG will make recommendations for state government agencies based upon the incident scenario.
- 7.6.5.2 If necessary, state agencies may be directed to reduce physical staffing levels to essential personnel only, with remaining employees having the capability to telework, do so from home, or other locations.
- 7.6.5.3 Work and telework locations will be determined based upon the needs and circumstances of the incident. DOA/DPM and DOA COOP/COG will work with agency COOP managers to determine alternate work sites if necessary.

7.7 Even-Odd Purchasing

- 7.7.1 **Description:** Motorists with vehicle license plates that end in even numbers are only able to purchase fuel on even numbered days, and motorists with vehicle license plates that end in odd numbers are only able to purchase fuel on odd numbered days.
- 7.7.2 **Intent of Measure:** Reduce lines and wait times at fuel pumps by reducing by half the number of vehicles eligible for refueling on a given day.
- 7.7.3 **Conditions Under Which the Program May be Used:** This program could be used when significant lines of vehicles either develops at retail fueling stations or when conditions exist that would make them likely. Pre-conditions for the development of lines would include a shortage of motor fuel supplies resulting in significant declines of the average hours of operation by retail gasoline station owners. Lines are most likely in urban and suburban areas as people stay closer to home.
- 7.7.4 **Legal Authority:** The Governor can mandate these measures under his powers granted by [Wis. Stat. § 323.12 \(4\) Powers During an Emergency](#).
- 7.7.5 Implementation Procedures:



7.7.5.1 State Level:

- A) OEI will coordinate with WPMCA and other private sector partners as necessary to determine the need for this program.
- B) If the Governor deems implementation of this measure necessary, he/she will issue an executive order directing implementation of this plan. The Governor may exempt certain categories of vehicles (typically those involved in life-safety or emergency response operations. Specific exemptions will be outlined in the content of the executive order. If implementation is deemed necessary, tasked state agencies (including State Patrol, DATCP, DNR, WEM and OEI) will work with the private sector to:
 - (1) *Develop detailed implementation plan in coordination with service station operators and petroleum associations.*
 - (2) *Conduct a fuel coordination group call to develop an implementation plan with all applicable agencies/organizations (petroleum associations, service station operators, suppliers, etc.)*
 - (3) *Determine minimum/maximum purchase levels if minimum/maximum option is added*
 - (4) *Set license plate or other protocol for identifying status of vehicles (e.g., vehicles with plates ending in an even number may only purchase fuel on an even numbered day of the month. Vehicles with license plates ending in odd numbers or a letter may only purchase fuel on odd numbered days of the month).*
 - (5) *Determine days of operation (e.g., workweek only, set number of days, rotating weekend control).*
 - (6) *Prepare reference materials for use by service stations and for agency staff when answering inquiries (work with public affairs).*
 - (7) *Set up extra telephone or computer response banks to answer questions. PSCW Consumer Affairs Call Center is activated and given script; the PSCW Consumer Affairs Call center will be directed to use their complaint database that can be used to track calls.*
 - (8) *Determine days of operation (e.g., workweek only, set number of days, rotating weekend control).*
 - (9) *Prepare reference materials for use by service stations and for agency staff when answering inquiries.*
 - (10) *Set up extra telephone or computer response banks to answer questions. Secure emergency funding for staff time, if possible.*
 - (11) *Coordinate with law enforcement for random checks and follow-up.*
 - (12) *Determine exemptions.*
 - (13) *Carefully weigh potential rules for dealing with motorists identifying other motorists as violators.*
 - (14) *Work with county and local governments to set up enforcement and appeals procedures.*
 - (15) *Notify the public; explain to the media.*
 - (16) *Coordinate with affected local jurisdictions.*
 - (17) *Seek continuing media coverage to encourage public cooperation.*
 - (18) *Provide data to the public illustrating fuel savings.*
- C) Copies of the executive order are posted to the governor's website and printed and mailed or disseminated electronically to all petroleum stations, oil companies, county governments, and municipal governments in the designated area.



- 7.7.5.2 **Fuel Vendors/Distributors:** Request security support as necessary- honor system- coordinate with local law enforcement and elevate as necessary.
- 7.7.5.3 **County and Local Government:** Coordinate with EM/OEI to communicate shortages and security issues.

7.8 Petroleum Priority End User Program for Bulk Purchasers

7.8.1 Description:

- 7.8.1.1 The essential services priority program (priority end-user program) would require primary petroleum suppliers to provide sufficient liquid fuels to meet the needs of critical end-users such as first responders: law enforcement, fire, emergency medical services, and any other essential service providers determined by the state. This program will be an important pre-cursor to the implementation of the set-aside.
- 7.8.1.2 Assuring petroleum supplies for essential public services during fuel shortages through a priority end-user program would require petroleum suppliers to provide critical (or priority) end-users with 100 percent of their current fuel requirements upon certification to their supplier(s) of the quantity needed to maintain operations at the prevailing price. If contractual obligation were suspended due to a force majeure situation, alternative suppliers would need to be identified. Liquid fuel supplies are defined as any petroleum-based fuel and bio-fuels including ethanol and bio-diesel such as:
 - 7.8.1.3 Gasoline and diesel fuel as well as other petroleum products, including propane (LPG), jet fuel, and biofuels.
 - 7.8.1.4 For the purpose of this measure, the critical end-user would certify this allocation average to their supplier(s). Certification may necessitate supplier and state coordination to resolve any disputes.

7.8.2 **Intent of Measure:** The priority end-user program is designed to guarantee the availability of necessary supplies of petroleum-based fuels for priority end-users essential to ensure the health, safety, and welfare of the public. Priority users would include those noted above plus any other essential service providers determined by the state or other legal authorities. If this program is implemented before a state set-aside program, those eligible for priority supplies for current requirements would not need to be eligible for the state set-aside program.

7.8.3 **Conditions Under Which the Program May be Used:** Should petroleum suppliers experience a major supply disruption, regardless of the cause, if needed they would discontinue sales to noncontract customers to prioritize available supply to meet contractual obligations. In addition, if the available supply is still less than contractual obligations, they would need to allocate fuel proportionately typically based on percent of contract volumes. Should the reduction be severe, essential public service providers (regardless of whether they are contracted customers) may not have sufficient fuel to ensure public safety. Furthermore, any government unit that may not have contracts in place could see their supplies cut off along with other noncontract customers. If essential services are unable to be maintained, this program could be implemented to help keep those functions running.

7.8.4 **Legal Authority:** Pursuant to Wis. Stat. § 323.12(4)(a), the governor's powers during a state of emergency declared under [Wis Stat. § 323.10 include the following:](#)



(a) Declare priority of emergency management contracts over other contracts, allocate materials and facilities in his or her discretion, and take, use, and destroy, in the name of the state, private property for emergency management purposes. The governor shall keep records of that action. Those records shall be evidence of a claim against the state. The claim against the state shall be referred to the claims board under s. 16.007.

7.8.4.1 (b) Issue such orders as he or she deems necessary for the security of persons and property.

7.8.5 Implementation Measures:

7.8.5.1 The governor issues an executive order establishing a priority end-user program.

7.8.5.2 The governor notifies the representatives of all major petroleum companies operating in the state.

7.8.5.3 Each company is asked to designate a company representative to develop procedures for processing certification applications.

7.8.5.4 An information package containing the executive order, a certification application, and all regulations pertaining to the program would be sent to all petroleum suppliers operating in the state as well as to local governments.

7.8.5.5 The Department of Administration (or other agency designated by the Governor) within the state would prepare a press release for the governor, notifying the public that a priority end-user program will become operational.

7.8.6 Operations:

7.8.6.1 The state, in coordination with appropriate petroleum industry representatives, should determine points of contact within the petroleum industry to facilitate the implementation of a priority end-user program and to resolve any disputes.

7.8.6.2 Priority end-users would then certify their current requirements to the designated supplier system. The supplier may be a refiner, a national or regional supplier and may be represented by local wholesaler companies (jobbers) that can recertify to the designated supplier on behalf of the claimant. It is recommended that priority end users track fuel usage and have a draft letter prepared. See Appendix A for template.

7.8.6.3 This certification can be in any format preferred by the state (see Appendix A). The use of email, websites, and social media can contribute to more rapid implementation. The certification should include:

A) The name, business address, phone number, and point of contact for the individual representative of the priority end-user.

B) The essential uses for which the petroleum fuels would be consumed by the defined critical agencies.

C) The name, address, phone number, and point of contact of the end-user's supplier(s).

D) The on-site storage capacity if available.

E) The last 12 months of purchases from the supplier to whom the certification application is being made. (This is the average volume used to certify the amount.)

F) The anticipated monthly requirements for the next 12 months.

G) If volumes are requested in excess of the prior year's total or average purchases, a written justification indicating the reason for the additional fuel must be included.



- H) A sworn statement by the responsible party testifying to the truth and accuracy of the information provided.
- 7.8.6.4 Suppliers are urged to provide the additional supply as soon as possible with a maximum of no more than ten (10) days, upon submission of the certification.
- 7.8.6.5 Certification by priority end-users to jobbers and distributors should be forwarded to their supplier(s) who, in turn, provide the additional supplies of petroleum-based fuels to that distributor in order to meet the needs of their priority accounts.
- 7.8.6.6 Any dispute should be directed to the Office of Energy Innovation for resolution. This can include both appeals from a priority user or a supplier challenging a certification, or from a non-priority customer.

7.9 State Petroleum Fuel Set-Aside Program

- 7.9.1 **Description:** The Governor would establish a State Set-Aside Program by Executive Order upon declaration of an emergency and authorize the Office of Energy Innovation to operate the program. The program would require that each major oil company operating in the state set-aside up to three percent of the total anticipated supply of gasoline and diesel fuel, propane and heating oil, if needed, each month. If the shortage is only affecting a single fuel the Set-Aside can be used for that specific fuel as needed. The state would be authorized to direct the sale of this reserve to bulk purchasers who demonstrate that they needed the product to perform essential public services. Essential service whose fuel needs are met exclusively through retail gas stations would not be supplied through this program.
- 7.9.2 **Intent of Measure:** The State Set-Aside Program would be designed to provide supplies of fuel to bulk users experiencing an emergency or severe hardship caused by a shortage.
 - 7.9.2.1 The program would provide a mechanism for maintaining essential services by providing fuel supplies to meet the emergency needs of the following users:
 - A) Residential, institutional, and commercial space heating;
 - B) Agricultural producers and distributors of perishable food;
 - C) Emergency medical services;
 - D) Energy suppliers;
 - E) Firefighting units;
 - F) Law enforcement;
 - G) Public mass transportation, including school buses;
 - H) Sanitation services;
 - I) Snow removal;
 - J) Communications infrastructure;
 - K) Utility crews, and
 - L) Water and wastewater supply and treatment.
 - 7.9.2.2 The above list may be modified depending on the nature of the problem and potential consequences. Keeping eligible categories limited will provide for a more manageable



program administratively and groups that do not have a serious need should be excluded. For example, snow removal during a problem in the summer would not be needed.

7.9.2.3 If the Petroleum Priority Users Program for Bulk Purchasers has been implemented, then law enforcement, firefighting units, and emergency medical services should be receiving current fuel requirements and would have little need to request additional supplies through the set-aside program. For that reason, they may not need to be included in the eligible categories list. If additional categories are added to that priority program, they also may also be excluded.

7.9.3 **Conditions Under Which the Measure May Be Used:** The Set-Aside Program could be used after the Governor has declared an emergency. The decision to implement the Set-Aside Program will depend, in large part, on whether the market will provide bulk users with sufficient gasoline supplies to maintain essential services. During a petroleum shortage, the Office of Energy Innovation will monitor supplies, demand, and prices through contact with oil suppliers and other sources, such as the Energy Information Administration, and programs like the State Heating Oil and Propane Pricing Survey.

7.9.3.1 The Set-Aside Program could be implemented when the following conditions exist:

- A) Fuel suppliers have eliminated all no-contract sales and are limiting contract customers to purchases that are less than their contracted volumes. Any essential service that does not have a contract may be cut off if they are not a regular customer under these conditions.
- B) Essential public services that would impact public health and safety would either be interrupted or threatened due to inadequate supplies and the problem would be expected to last for months. Thus, the Set-Aside could provide a temporary solution until the shortage abated and supplies for essential services returned to normal.

7.9.3.2 In a serious petroleum shortage, provisions of the Uniform Commercial Code as codified in Wisconsin law may apply, including Wis. Stat. § 402.615, "Excuse by failure of presupposed conditions." This section applies to commercial transactions and has provisions that address conditions when a supplier is unable to meet its supply obligations. For example, § 402.615(1) provides that non-delivery of goods under a contract for sale is not a breach of the seller's contract with the buyer, provided that delivery "has been made impracticable by the occurrence of a contingency the nonoccurrence of which was a basic assumption on which the contract was made," or made impracticable "by compliance in good faith with any applicable . . . domestic government regulation or order whether or not it later proves to be invalid."

7.9.3.3 Note that, under Wis. Stat. § 402.615(2), the seller must allocate available supply among its customers but is permitted to do so in "any manner which is fair and reasonable." If the Set-Aside Program is implemented, it should be done in a way that allows suppliers maximum flexibility to reallocate their remaining supplies in a fair and reasonable manner.

7.9.4 **Legal Authority:** The Governor, pursuant to a declaration of a state of emergency under Wis. Stat. § 323.10, would issue an additional Executive Order to implement the Set-Aside Program. This



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order will direct each prime supplier¹ to the state to establish a Set-Aside Program and appoint an individual within the company to act as principal contact for the state in administration of the program. This order will be issued under the authority of Wis. Stat. § 323.12(4)(a), which expressly grants the governor authority in a declared emergency to “declare priority of emergency management contracts over other contracts, allocate materials and facilities in his or her discretion, and take, use, and destroy, in the name of the state, private property for emergency management purposes.” This statute, together with the Governor’s executive orders issued pursuant to the statute, will provide the legal basis for the Set-Aside Program under Wisconsin law.

7.9.5 Implementation:

7.9.5.1 Start-Up Procedures –

- A) The Governor will issue an Executive Order establishing the Set-Aside Program, which will direct the Office of Energy Innovation to administer the program.
- B) The Office of Energy Innovation will immediately notify representatives of all prime suppliers operating in the State that the Set-Aside Program will be put into operation. Each company will be asked to appoint a company representative to act for and on behalf of the company for administration of the program. Each company will be asked to provide the Office of Energy Innovation with the name, telephone number(s) and email address of the appointed representative, within 10 calendar days of the date of Executive Order. A package of information including the Executive Order and a copy of the application will be provided to each prime supplier and petroleum jobber/distributor.
- C) The State Set-Aside volume shall be based on the total anticipated supply to be made available to the State’s distribution system for consumption within the state. The Energy Information Administration Prime Supplier’s Monthly Report EIA-782² will serve as the basis for this information and will be supplemented by information gathered from industry partners. The EIA 782c currently only requires the MONTHLY SALES in thousands of gallons for the total volume sold into the State where delivery of product occurs. For this program, prime suppliers will need to report as they do now the prior month’s actual deliveries AND in addition, the anticipated deliveries expected to be made in the upcoming month, which will serve as the volumes for which a percentage will be set-aside. A modified reporting form with this additional column for anticipated sales will need to be developed by the state for use with this program.
- D) Wisconsin’s Office of Energy Innovation collects and compiles 782C Prime Supplier reports on a monthly basis. Wisconsin Administrative Code ch. Adm 40 compels

¹ Prime Supplier are defined by the Energy Information Administration for reporting purposes as: “A firm that produces, imports, or transports selected petroleum products across State boundaries and local marketing areas, and sells the product to local distributors, retailers, or end-users.”

² See: EIA-782C Monthly Report of Prime Supplier Sales of Petroleum Products Sold for Local Consumption Prime supplier sales of selected petroleum products into the local markets of ultimate consumption are reported by refiners, gas plant operators, importers, petroleum product resellers, and petroleum product retailers that produce, import, or transport product across State boundaries and local marketing areas and sell the product to local distributors, local retailers, or end users.



suppliers to send this information.

(https://docs.legis.wisconsin.gov/code/admin_code/adm/40)

- (1) *The Public Service Commission of Wisconsin has a pre-existing call center and toll-free number that could be used in an emergency to handle calls related to the program that will help simplify implementation. The PSC also has the capabilities to receive online submissions using fillable forms on the designated agency website. Implementation or lead-time should be estimated and will vary significantly depending on the level of existing resources that might be leveraged.*
- (2) *A press release will be prepared for the Governor notifying the public and essential public service providers that a Set-Aside Program will be put into operation. The release will contain a toll-free number and/or website where the public may receive more detailed information and a set-aside application or online submission system.*

7.9.6 Operations:

7.9.6.1 Eligible applicants will submit an application (application form available in Appendix A) to a specially designated email address or as time might permit an online web-based application process could be developed if the event is expected to be of a longer duration. Alternatively, they could call the *Public Service Commission of Wisconsin* Consumer Affairs Call Center if the situation is extremely critical and calls have been directed here. In this case, a telephone release may be made, and a follow up application would be returned by the applicant to the Office of Energy Innovation within one week). Upon receipt of the application for emergency assistance, the Office of Energy Innovation and Wisconsin Emergency Management will investigate, verify, and evaluate each for eligibility. To facilitate relief for these users; jobbers and distributors may apply on behalf of essential users, if they specifically detail and obtain signed documents stating the emergency needs of each end-user. Applicants must certify that all information contained on the application is true and accurate. Spot checks will be conducted to assure releases are made only for legitimate needs and are not stockpiled or resold. Any applicant who has knowingly provided false information will be subject to penalties provided for in Wis. Stat. § 196.029(3).

7.9.6.2 Designated prime suppliers contacts will be notified in writing and by telephone or email of those applicants to which a release of a specific designated quantity fuel should be made. Applicants will be notified of approval or denial of their application. Applicants should arrange to purchase the fuel from the normal supplier at the contract price or mutually agreed upon price. Applicants who have been denied will be advised of their right to appeal to the Secretary of Administration.

7.9.6.3 The Office of Energy Innovation will need to keep track of the draw down of the set-aside volumes. Much like a checkbook ledger for each prime supplier beginning with the total Set-Aside amount at the beginning of the month, the amount of each emergency fuel allocation made from that company to its customers will need to be subtracted from the total to know the remaining balance. Once the set-aside for any given company have been allocated, no additional allocation can be made for that month. Some suppliers may have remaining un-allocated balances.

7.9.7 **Evaluation:** A follow up survey of randomly chosen set-aside applicants could be conducted to assess program responsiveness and effectiveness. The survey should request information on the number of calls necessary to reach the Office of Energy Innovation, the number of days the



applicant waited before the case was resolved, the number of days the applicant was without fuel, etc. Records of calls received, and applications processed will be maintained.

7.9.8 Advantages:

7.9.8.1 Allows the States to provide essential users with fuel to meet emergency or hardship requirements.

7.9.8.2 Several states have a State Set-Aside Program as part of the petroleum contingencies plans. As such, it is a more common contingency plan for which there is a greater opportunity to develop as a uniform approach across a multi-state region. This program was in use between 1973 and 1981 under the federal Mandatory Petroleum Allocation Program.

7.9.9 Disadvantages:

7.9.9.1 Potential for abuse by applicants seeking emergency or hardship requirements where these conditions do not exist.

7.9.9.2 Difficulty in verification of information provided for evaluation.

7.9.9.3 Does not address the capability of an essential user to cover the likely higher cost of the fuel to be purchased under the set-aside authorization. Companies may declare force majeure.

8. Fuel and Generator Support for Fixed Facilities

8.1 Generator Request Process

8.1.1 There are generally three types of support that facility owners/operators may request during a large-scale power outage. In all cases, facility owners/operators should work with their contract vendors/distributors to obtain support. If vendors are unable to provide support, owners/operators may request assistance with any of the functions below:

8.1.1.1 Generator Requirement Assessment (Sizing)

8.1.1.2 Generator Installation

8.1.1.3 Generator Repair or Maintenance

8.1.1.4 Generator Fueling

FUEL AND GENERATOR REIMBURSEMENTS

The State of Wisconsin will not provide funding or administer the disbursement of funds to priority users for fuel or generator allocation. Payment for fuel and/or generator support is the responsibility of the recipients.

8.1.2 Resource Request Process:



8.1.2.1 Requests for resources should be made in accordance with the Resource Mobilization Plan (ESF-7 Attachment 3) of the Wisconsin Emergency Response Plan. See Figure 11 for a general overview of how the request process works. Facilities must be prepared to provide specific information about the generator resources being requested (see Facility Information Requirements below)

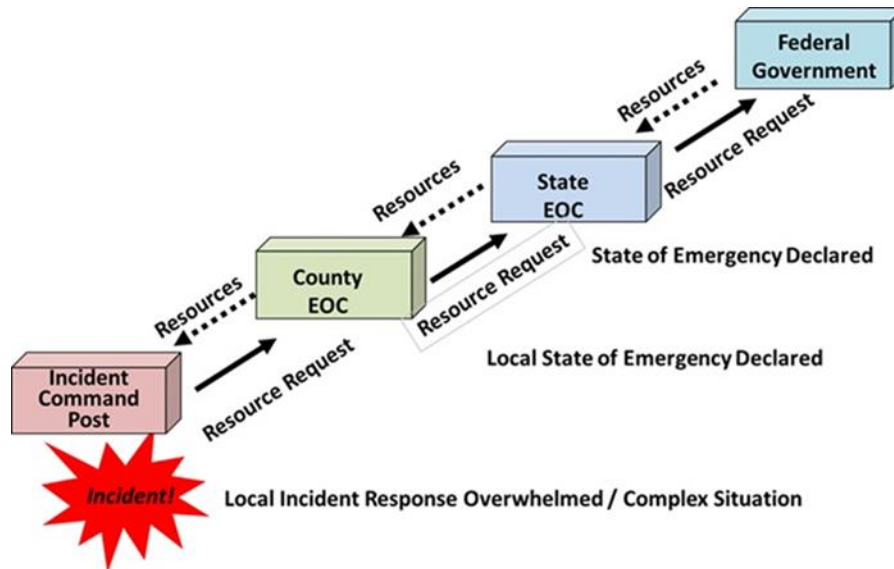


Figure 11: Resource Request Process

8.1.2.2 Once a request is received, local, county, tribal, and state emergency managers will work to identify and assign available resources. In many cases, it will be necessary for those entities to work with private sector fuel and generator manufacturers and distributors to obtain assistance.

8.2 Generator Installation, Repair, or Maintenance

- 8.2.1 During major power outage incidents, demand may exceed available generator inventories. Nothing in this plan guarantees availability of generators or qualified personnel to install or maintain them.
- 8.2.2 Facility owners/operators should pursue their own temporary power solutions prior to a major power outage event.
- 8.2.3 During a power outage, facility owners/operators must work with their generator manufacturer, distributor, and/or fuel vendor to resolve issues related to their generator. If unable to resolve the issue, owner/operators may request assistance from local units of government.

Figure 12: Resource Request Process



8.2.4 **Information Requirements:** If facility owners/operators are contacting local government for assistance, they must be prepared to provide the following information. Failure to provide one or more of the elements of information below may cause service/delivery delays.

General Request Information	
Type of Assistance Requested: Sizing Assessment, Maintenance, Repair, or Installation	
Authorized Requestor Information: (Name, Phone Number, Organization)	
Facility Information	Generator Information
Facility Name	Phase and Size
Facility Function	Configuration
Facility Street Address	Voltage
Facility Point of Contact	Number of Runs
Population Served by Facility	Load Conductor Length and Ground Length
Specific Entry or Delivery Instructions	Load Conductor Cable Size
Life Safety Considerations (what happens if the request is not filled)	Fuel Tank Size and Fuel Type

8.2.5 Local, County, State, and Tribal Governments will prioritize requests received and attempt to coordinate assistance. When considering which facilities to prioritize all levels of government should examine:

8.2.5.1 Life safety implications if service or installation is not completed

8.2.5.2 Lifeline infrastructure needs and interdependencies. (for instance, hospitals require water systems to function. It is important to consider whether priority goes to a hospital generator or the water system that serves it.) Lifeline infrastructure includes:

- A) Water and Wastewater Systems
- B) Communications
- C) Energy Sector
- D) Transportation

8.2.5.3 Economic & environmental consequences if service or installation is not completed.

8.2.1 Federal Generator Support (USACE & FEMA)

8.2.1.1 General Considerations: If state resources are exhausted, Wisconsin can request generator assistance from FEMA. FEMA provides the following types of assistance related to generators:

- A) Deployment and installation of Generators: FEMA has the ability to deploy "Power Packs" which consist of approximately 30 generators each. These generators vary in size from 1MW to 15-50 KW. See Figure 14 for a breakdown of the size ranges of these generators. The U.S. Army Corps of Engineers installs these generators (249th Engineering Battalion). In large disasters, these generators may be pre-positioned in state at pre-designated federal staging areas. If these staging areas are too far from



the incident site, the state can work with FEMA to identify alternate staging areas. Typically, USACE will require a 5-acre, flat, paved secure area to set up staging.

- B) Generator Maintenance: USACE can also provide assistance with generator maintenance. In long-term outage scenarios, diesel generators will require maintenance to keep functioning. The state should be prepared to communicate priorities to USACE if this type of support is requested.
- C) Generator Fueling: If requested, generators obtained through FEMA/USACE can be fueled through Defense Logistics Agency (DLA) contracts if requested. Be sure to indicate this type of support is needed in the RRF when requesting assistance.
- D) Facility Assessments: If a facility without a generator needs one, a team from USACE can inspect the facility to determine requirements.

Generator Size (kW)	Generator Power Range (kW)	Generator Quantity (Units)
15 -50	15 – 60	10
100	61 – 100	6
200	101 - 200	7
400	201 – 400	4
700	401 – 704	2
1000+	705 – 1000+	1
Total Per Pack		30

Figure 13: FEMA Generator Pack Configuration

- 8.2.1.2 Request Process: To request assistance from FEMA, the state must fill out a Resource Request Form (RRF) and submit it to FEMA Region V. This is typically completed by the SEOC with the approval of the SEOC manager. The SEOC will provide as many specifics as possible on the RRF. A blank RRF form is included in Appendix A.
- 8.2.1.3 If requesting generator assistance from FEMA, state officials should be prepared to provide the following information:



- A) Type of assistance requested: (install, maintenance, repair, etc. Be specific)
- B) Facility street address
- C) City, State, County, Zip Code
- D) Specific Entry Instructions and facility point of contact
- E) Generator information
 - (1) *Phase*
 - (2) *Configuration*
 - (3) *Generator load size*
 - (4) *Voltage (assessed generator voltage feeding facility)*
 - (5) *Number of runs*
 - (6) *Load conductor length (ft)*
 - (7) *Load conductor cable size*
 - (8) *Ground length and size*
 - (9) *Fuel type and fuel tank size (gallons)*

8.2.1.4 While exceptions can be made, FEMA generators are typically only deployed to lifeline infrastructure and/or facilities with life safety implications.

8.3 Fuel for Generators

- 8.3.1 During major power outage incidents, large numbers of diesel, propane, and natural gas generators may activate at the same time. This will present a logistics challenge for industry. Facility owners/operators should work with fuel vendors to ensure they have a plan for fueling their facilities during significant outages. If the outage is severe enough, there may be instances where vendors are unable to deliver enough fuel to keep backup generators, they service running.
- 8.3.2 If facility owners/operators are unable obtain required fuel through their vendors, and they have exhausted other options for obtaining fuel, they can request assistance through local government. When requesting assistance, facility owners should be prepared to provide the following information:
 - 8.3.2.1 Facility function description (example: water pump, datacenter, hospital, emergency operation center, etc.)
 - 8.3.2.2 Facility population and/or population served by facility
 - 8.3.2.3 Immediate life safety implications should a loss of electrical power occur.
 - 8.3.2.4 Is a feasible backup available (relocation of services, personnel, etc.)
 - 8.3.2.5 Potential economic impact of short-term loss of electrical power
 - 8.3.2.6 Dependent infrastructure (for example: a water pump or lift-station may be critical to the function of a wastewater treatment plant).
 - 8.3.2.7 Facility address (street address, city, zip, county, zip code)
 - 8.3.2.8 Facility point of contact and contact information
 - 8.3.2.9 Fuel type needed
 - 8.3.2.10 Quantity of fuel needed, and the type of tank being utilized.
 - 8.3.2.11 Any specific nozzle instructions.



- 8.3.3 If local governments are unable to coordinate delivery, they may request assistance through county EOCs. If counties are unable to coordinate deliveries, they may request assistance through the SEOC.
- 8.3.4 Recipients of fuel are responsible for payment.
- 8.3.5 Request “batching”: In major disasters, it may make sense to “batch” requests by location and volume. In most cases, generator fuel tanks are significantly smaller than the capacity of the fuel trucks servicing them. When EOCs (municipal, county, or state) are coordinating with industry, it may make sense to provide requests to industry in batches to minimize unnecessary travel for fuel trucks. Generally, trucks delivering to fixed sites have a 2,500-gallon capacity. Batching four or five 500-gallon deliveries will allow a single truck to make all 5 deliveries.
- 8.3.6 When fuel deliveries have been coordinated through an EOC, the EOC should track (this information may be needed for disaster damage/cost estimates):
 - 8.3.6.1 How much fuel was delivered.
 - 8.3.6.2 Cost of fuel delivered.
 - 8.3.6.3 Recipient information.
 - 8.3.6.4 When the fuel was delivered.
 - 8.3.6.5 Whether a re-fill may be needed and when.

8.4 Facility Request Prioritization Process

- 8.4.1 When requests exceed available capacity, EOCs at all levels of government will need to prioritize them to ensure the most critical needs are met first.
- 8.4.2 Local governments are responsible for prioritizing generator and fuel requests within their jurisdictions. If their resources are exhausted, or they are unable to coordinate delivery of fuel to the requesting entity, they may request additional assistance through their county EOCs and the State Emergency Operations Center. County EOCs and the State Emergency Operations Center will also prioritize requests to ensure available resources are used in a manner which best preserves the life safety and economic well-being of Wisconsin’s citizens.
- 8.4.3 The information collected in section [8.3.2](#) must be collected at the time the request is received to assist officials with prioritization of requests.

9. Fuel for Vehicles Performing Critical Services

9.1 Fuel Points of Distribution (FPOD):

- 9.1.1 *Definition:* FPODs are pre-identified sites at which county and local governments conduct fueling operations for critical service vehicles during long-term power outages when normal fuel supplies to these entities has been interrupted. Two types of FPODs can be established:
 - 9.1.1.1 *Fixed Fuel Points of Distribution:* A pre-determined site such as a convenience store, county highways shop, or fleet fueling location which meets the requirements of section 9.1.2.
 - 9.1.1.2 *Mobile Fuel Points of Distribution:* County and local governments may elect to develop agreements with fuel vendors to bring trucks with pumps and metering capability to a



designated site. Ideally, these sites would be pre-identified, however, if necessary these trucks could move to where fuel is needed.

9.1.2 *Identification of FPODS: Ideally, FPODs should have the characteristics listed below. Final determination of the number, location, and method (fixed vs. mobile) of FPODs is made by local, county, and tribal governments.*

- 9.1.2.1 Large fuel storage capacity – limits the number of resupply trips needed
- 9.1.2.2 Backup power capability – ability to pump and meter fuel during power outages
 - A) Generator hookups on-site or,
 - B) Installed backup generator
- 9.1.2.3 Accessibility - accessible by large vehicles
- 9.1.2.4 Survivability – not located in areas likely to be impacted by floods or other predictable hazards
- 9.1.2.5 Local governments may utilize the following spreadsheet to pre-identify FPODs in their jurisdictions.

Pre-Designated Fuel Points of Distribution										
Facility Name	Street Address	City	State	Zip	Fuel Types*	Tank Size (Gal)	Tank Type**	Generator Capable?***	Generator On-Site?	Backup Generator Fuel Type
Sample Facility 1	555 Fox St	Sample City	WI	xxxxxx	Diesel	1000	Above Ground	Yes	Yes	Diesel
					Gasoline	1000	Underground	Yes	Yes	LP
			WI		Diesel					
					Gasoline					
			WI		Diesel					
					Gasoline					
			WI		Diesel					
					Gasoline					
			WI		Diesel					
					Gasoline					
			WI		Diesel					
					Gasoline					

Figure 14: Fuel Point of Distribution Spreadsheet

- 9.1.2.6 *Location of FPODS:* Local governments are responsible for determining the location of FPODs.
 - A) It is a best practice for local governments to share the location of these facilities with agencies and organizations providing critical services in their jurisdictions.
 - B) If desired, local governments may share this information with OEI and WEM. Sharing this information prior to an incident may reduce the time it takes to provide assistance to the jurisdiction.
- 9.1.2.7 *Facilitating Fuel Deliveries and Resupply of FPODS:*



- A) Local governments can work with fuel vendors to arrange deliveries of fuel to FPODs during emergencies. It is highly recommended that local governments coordinate how these deliveries will be accomplished with vendors before an emergency occurs.
- B) The SEOC may assist local governments with coordination and logistics support if requested. Additionally, if the scope of the disaster includes several jurisdictions, the SEOC can coordinate with appropriate EOCs and industry representatives to determine priorities for fuel delivery.
- C) When coordinating fuel deliveries, industry representatives and government officials should be prepared to identify the following items:
 - (1) *FPOD address*
 - (2) *Fuel type and amount needed (gallons)*
 - (3) *Access instructions and security requirements*
 - (4) *Point of contact at the site and appropriate method of communication (phone, radio, etc.)*
 - (5) *Billing/payment: How will the vendor be paid? How will purchases be tracked?*

9.1.2.8 *Access to Fuel at FPODS:*

- A) Jurisdictions establishing FPODs determine which organizations and agencies may have access to fuel at the sites. If private convenience stores are being utilized, access is determined by the owners unless another agreement has been made between the jurisdiction and the site.
- B) The tiers below are suggested categories for determining access to FPODs. Every emergency should be evaluated to determine what services should have access at the time. Jurisdictions should develop a process for clearly identifying and communicating what personnel or organizations can access FPOD locations.
 - (1) *Tier 1 Priority Access*
 - (a) *Law enforcement, fire, rescue, and medical services*
 - (b) *Sanitation and snow removal*
 - (c) *Maintenance or repair of electric, natural gas, water, wastewater, communications, or telecommunications services.*
 - (d) *Roadside assistance (help for stranded motorists)*
 - (e) *Transportation of energy supplies*
 - (f) *Generator repair or maintenance services*
 - (2) *Tier 2 Access*
 - (a) *Agricultural production and distribution of food products*
 - (b) *Passenger and transportation fleets: Vehicles and equipment (excluding privately owned vehicles) necessary for transporting passengers and freight between scheduled air, rail, water, and highway transport services.)*

9.1.2.9 *Reimbursement and Tracking:*



- A) 8.1.6.1 Many government and private sector agencies (to include police and fire departments) utilize fleet gas cards to purchase fuel from commercial gas stations. During a significant power outage electronic card readers (credit/debit readers) may not function properly, which presents a significant obstacle to tracking payments for fuel vendors. Even if a backup generator can operate the pump mechanism, the payment architecture may not work. To track fuel purchases at FPODs, the following measures are recommended:
- (1) *Identify personnel to log fuel purchases manually at the site. Record the following:*
 - (a) *Agency/Organization receiving fuel*
 - (b) *Driver name and signature*
 - (c) *Date and time of purchase*
 - (d) *Quantity, type, and price of fuel purchased.*
 - (2) *The price of fuel purchased when payment architecture is not functional is typically the prevailing price that exists on the date of purchase. However, specific pricing is determined at the FPOD at the time of purchase. Recipients should ensure they are clear about the amount they are being billed for.*
 - (3) *Agencies receiving fuel at FPODs will be billed for fuel costs by the operator of the FPOD.*
 - (4) *A sample fuel purchase log is included in Appendix A.*

FUEL AND GENERATOR REIMBURSEMENTS

The State of Wisconsin will not provide funding or administer the disbursement of funds to priority users for fuel or generator allocation. Payment for fuel and/or generator support is the responsibility of the recipients.

10. Federal Fuel Support

When the President has issued an emergency or major disaster declaration to a State that includes Direct Federal Assistance (DFA), States may request fuel from FEMA if there is an insufficient supply of fuel available from private sources. States may request fuel for any entity that requires fuel in order to protect life and property or to maintain public health and safety. Entities may include, for example, State and local law enforcement, emergency medical responders, non-governmental organizations and private commercial entities supporting response operations. Distribution to the State can then be divided into bulk fuel or retail fuel operations. The State will be charged the applicable cost-share for the cost of all fuel provided to the State or to state-identified entities, including the cost of associated services such as transportation and handling. There are four types of fuel support FEMA can provide:

10.1 Bulk Fuel Support:

10.1.1 The State may request bulk fuel to fill large tanks owned by a State or local government for further distribution by the State or local government, at no charge to the recipients. A request for Bulk Fuel Support to Government must include:

10.1.1.1 Type and quantity of fuel required.



- 10.1.1.2 Delivery locations and any special information or equipment needed to deliver and download fuel.
- 10.1.1.3 Points of contact to receive fuel and sign for custody (if different people).
- 10.1.1.4 Report and document on the Resource Request Form (RRF) that the state has exhausted its own capabilities to secure the fuel, including any applicable Emergency Management Assistance Compact (EMAC) sources. Additionally, report and document on the RRF, any compelling reasons for not sourcing the fuel request from the private sector, when such fuel is available.

10.2 Retail Fuel Support:

- 10.2.1 The State may request retail fuel support to be provided by the Federal Government at Federal fueling locations. Such support will normally involve the Federal Government either setting up a retail fueling station, normally equipped with trucks capable of dispensing fuel directly into vehicles identified by the State or deliveries of smaller quantities to other State-identified locations to fill, for example, stationary generators. A request for Retail Fuel Support to the Government must include:
 - 10.2.1.1 The type of fuel required.
 - 10.2.1.2 The quantity of fuel required (this may be an estimate of vehicles or gallons per day).
 - 10.2.1.3 Identification of the point(s) of contact to receive the fuel and the point(s) of contact who will sign for custody of fuel (if different people).
 - 10.2.1.4 Identification of the State location(s) and requirement(s) for fuel. This means that if the request is for a retail fuel station, the location(s) must be specified, and any special instructions must be communicated. If the State requests that the vendor move between locations and fuel specified equipment at each location, each location and a description of the equipment to be fueled must be included.
 - 10.2.1.5 For a vehicle fuel station, detail of criteria to determine what vehicles are considered responder eligible to receive fuel. Responder vehicles are not limited to government owned vehicles; they may include private vehicles essential to the response effort, such as private ambulances, power company vehicles, or vehicles belonging to certain voluntary organizations identified by the State. The State should specifically detail agencies and organizations eligible to receive fuel, update the lists daily, and avoid generic authorizations in order to ensure that fuel is not wasted on government vehicles that have other fuel sources, or that are not requested by the State. The State should also generally describe what identification can be used to assure and ensure that the fuel recipients are entitled to fuel (i.e. identification card or license plate markings). The vendor will record required information to ensure that the fuel is received only by authorized responders.
 - 10.2.1.6 Report and document on the Resource Request Form (RRF) that the State has exhausted its own capabilities to secure this fuel, including any applicable Emergency Management Assistance Compact (EMAC) sources. Additionally, report and document on the RRF any compelling reasons for not sourcing the fuel request from the private sector, when such fuel is available.
 - 10.2.1.7 Detail of the security precautions at any fuel station and also clearly detail additional security requirements in the Resource Request Form (RRF) documentation.



10.3 Bulk Fuel to Authorized Recipients of the State:

- 10.3.1 The State may require bulk fuel support to commercial gas stations that are not able to obtain fuel from the normal private sector distribution chain, in order to provide fuel to the public. A request for Bulk Fuel Support to the commercial gas stations must include:
- 10.3.1.1 The type of fuel required.
 - 10.3.1.2 The quantity of fuel required (this may be an estimate of vehicles or gallons per day).
 - 10.3.1.3 A statement that this is a retail fuel mission to support the general public.
 - 10.3.1.4 Identification of the point(s) of contact to receive the fuel and the point(s) of contact who will sign for custody of fuel (if different people). If the site is a fuel station, it would be the person in charge of the site.
 - 10.3.1.5 Identification of the location(s) and requirement(s) for fuel.
 - 10.3.1.6 A description of how the distribution of the fuel will aid in the saving of lives or the protection of property.
 - 10.3.1.7 A statement of the criteria used to determine what vehicles will be eligible for fuel. The State may place restrictions on the frequency with which a vehicle may receive fuel, the amount of fuel, or other restrictions. The State may have to assist in administering these restrictions depending on if they exceed the capability of the vendor to administer.
 - 10.3.1.8 Report and document on the Resource Request Form (RRF) that the State has exhausted its own capabilities to secure this fuel, including any applicable Emergency Management Assistance Compact (EMAC) sources. Additionally, report and document on the RRF, any compelling reasons for not sourcing the fuel request from the private sector, when such fuel is available.
 - 10.3.1.9 The State should detail security precautions at any fuel station site and include any request for additional security.

10.4 Retail Fuel Support to Authorized Recipients of the State:

- 10.4.1 In extraordinary circumstances, FEMA may be authorized to provide retail fuel to the general public from FEMA fueling locations. Assistance of this type will incur a cost share if requested by the State. To request Federal Retail Fuel Support to the general public the request must include:
- 10.4.1.1 The type of fuel required.
 - 10.4.1.2 The quantity of fuel required (this may be an estimate of vehicles or gallons per day).
 - 10.4.1.3 A statement that this is a retail fuel mission to support the general public.
 - 10.4.1.4 Identification of the point(s) of contact to receive the fuel and the point(s) of contact who will sign for custody of fuel (if different people). If the site is a fuel station, it would be the person in charge of the site.
 - 10.4.1.5 Identification of the location(s) and requirement(s) for fuel.
 - 10.4.1.6 A description of how the distribution of the fuel will aid in the saving of lives or the protection of property.



- 10.4.1.7 A statement of the criteria used to determine what vehicles will be eligible for fuel. The State may place restrictions on the frequency with which a vehicle may receive fuel, the amount of fuel, or other restrictions. The State may have to assist in administering these restrictions depending on if they exceed the capability of the vendor to administer.
- 10.4.1.8 Report and document on the Resource Request Form (RRF) that the State has exhausted its own capabilities to secure this fuel, including any applicable Emergency Management Assistance Compact (EMAC) sources. Additionally, report and document on the RRF, any compelling reasons for not sourcing the fuel request from the private sector, when such fuel is available.
- 10.4.1.9 The State should detail security precautions at any fuel station site and include any request for additional security.



11. Appendix A – Forms & Templates

11.1 Template Executive Order: Declaration of an Energy Emergency

EXECUTIVE ORDER #XXX
Relating to the Declaration of an Energy Emergency

WHEREAS, the health, welfare, and economic well-being of the citizens of Wisconsin depend on petroleum products, including gasoline and diesel fuel for heavy trucks and home heating; and

WHEREAS, the one hundred and ten mile segment of the West Shore Pipeline which transported a significant amount of refined petroleum products to supply terminals in the Green Bay area has been shut down since March 2016; and

WHEREAS, the pipeline shutdown has resulted in fuel constraints in the Green Bay area as well as areas to the north, which are more dependent on #2 fuel oil for home heating; and

WHEREAS, the extreme cold and early snow of this winter's heating season has increased the demand for diesel in the northern region of Wisconsin, which may trigger shortages of petroleum products; and

WHEREAS, the extended wait times at Milwaukee, Madison, and Junction City terminals and trucking of petroleum products over long distances are making it difficult for petroleum product transporters to meet demand and have resulted in more trucks on the road; and

WHEREAS, in light of the foregoing, the shutdown of the pipeline leading to the shortage of petroleum products in the Green Bay area poses the risk of temporary shortages and shipment delays that may potentially impact the health, safety, welfare, and economic well-being of the citizens of this state; and

WHEREAS, to provide safe and appropriate measures for the transportation of petroleum products within this state in response to an imminent energy emergency, and to assure that gasoline and other motor fuel supplies will remain sufficient to protect the health, safety, and welfare of the citizens of Wisconsin; and



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WHEREAS, the Wisconsin Department of Transportation has consulted with the Wisconsin Department of Administration and the Office of Energy Innovation in the Wisconsin Public Service Commission, and concludes that the above conditions warrant that the divisible load limitations in section 348.25(4) of the Wisconsin Statutes be waived for commercial motor vehicles transporting petroleum products.

NOW THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, including sections 323.10 and 340.01(15s) of the Wisconsin Statutes, do hereby declare the present shutdown of the pipeline and potential shortage of petroleum products to be an energy emergency and I further declare that a state of emergency shall exist for the entire State of Wisconsin, effective immediately today, Friday, December 30, 2016, for as long as drivers transporting petroleum products are providing assistance for the emergency, or for a duration of sixty days, whichever is shorter. Pursuant to this state of emergency, and by the authority vested in me by section 323.12(1)(c) of the Wisconsin Statutes, I hereby order that:

1. Carriers and drivers of commercial motor vehicles while in the process of obtaining and transporting petroleum products are exempted pursuant to section 348.17(3) of the Wisconsin Statutes, from the divisible load limitations of section 348.25(4) of the Wisconsin Statutes. This exemption authorizes only weights not more than 10% greater than the gross axle weight and axle combination weight limitations, and not more than 15% greater than the gross vehicle weight limitations under sections 348.15 and 348.16 of the Wisconsin Statutes.
2. The waiver described in par. 1 above does not apply to commercial motor vehicles operating on highways designated as parts of the national system of interstate and defense highways, except for the I 39 and I 41 Interstate corridors.
3. The waiver described in par. 1 above lasts for thirty days but may be extended for an additional thirty-day period if the Wisconsin Department of Transportation determines the conditions described above warrant an additional thirty days.
4. This order does not suspend the operation of any state or federal laws within the State of Wisconsin except as specifically described in the order. All other laws remain in full force and will be enforced.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this thirtieth day of December in the year two thousand sixteen.

Tony Evers
Governor



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By the Governor:

DOUGLAS LA FOLLETTE
Secretary of State



11.2 Set-Aside Application Form

PUBLIC SERVICE COMMISSION Office of Energy Innovation via email or fax preferred. STATE SET-ASIDE APPLICATION CERTIFICATION OF PETROLEUM PRODUCT HARDSHIP		FOR STATE USE ONLY: Received: _____ Code Reviewed: _____ By Approval: _____ Date: _____ Notify: App. <input type="checkbox"/> Supplier <input type="checkbox"/> Denial Notify <input type="checkbox"/> Date: _____			
1. Applicant Identification Information:					
Applicant Name		Business Phone (Include Area Code)			
Street/Box/RFD		Home Phone (Optional)			
City, State, Zip Code		Individual to Contact			
County		Months for Which Applicant is Seeking Assistance?			
2. Location for Delivery of Product if Different from Above:					
Street/Box/RFD		City, State, Zip Code			
3. Applicant's Classification:		4. Product Requested: (Submit <u>one</u> application for <u>each</u> product requested)			
<input type="checkbox"/> Wholesale Purchaser-Distributor (Jobber) <input type="checkbox"/> Wholesale Purchaser-Retailer (Gas Station) <input type="checkbox"/> End-User		<input type="checkbox"/> Gasoline <input type="checkbox"/> Number 1 Fuel Oil <input type="checkbox"/> Diesel <input type="checkbox"/> Number 2 Fuel Oil <input type="checkbox"/> Propane			
5. Supplier(s). Name of the prime supplier (major oil company) that is ultimate supplier (<i>If supplied by a jobber or distributor, indicate their name <u>and</u> the name of their supplier</i>):					
<input type="checkbox"/> My existing supplier(s), named below is unable to supply the quantity requested. <input type="checkbox"/> I do not have a supplier. The two suppliers named below have been contacted and could not supply the product requested.					
Supplier Name		Supplier Name			
Street/Box/RFD		Street/Box/RFD			
City, State, Zip Code		City, State, Zip Code			
Contact Name		Contact Name			
Contact Phone (Include Area Code)		Contact Phone (Include Area Code)			
Check One <input type="checkbox"/> Existing Supplier <input type="checkbox"/> Potential Supplier		Check One <input type="checkbox"/> Existing Supplier <input type="checkbox"/> Potential Supplier			
6. Indicate total amount of product received each month from supplier(s) for the base year (Month/Year) through (Month/Year). Base Period of Supply Volume by Month in Gallons (Indicate the year next to the month)					
Month	Year	Supply Volume	Month	Year	Supply Volume



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January			July		
February			August		
March			September		
April			October		
May			November		
June			December		

Total Base Period Supply Volume

Does this base period supply volume agree with your supplier? Check one. Yes No

7. The following question is for motor fuel requests only:
 a. Indicate your purchases (gallons) in:
 October (Year) _____ November (Year) _____ December (Year) _____
 January (Year) _____ February (Year) _____ Five Month Average _____

b. Did you overdraw on your allocation last month? Yes No By how much (gallons)? _____

If yes, please provide explanation for the overdrawn allocation:

8. Describe the type of customers you are requesting product for, the nature of the business, and amount of product requested for each. *Attach additional sheets as necessary.*

Business Name and Phone Number	Type of Business	Fuel Requirement Amount Requested (Gallons)

9. Describe in complete detail the reason or your hardship. Please be specific. Explain all circumstances and situations related to hardship request. This information will be investigated and will act as the principal basis for evaluation of the request. For each of the customers listed above, indicate the nature of the supply problems. *Attach additional sheets as necessary.*

10. Certification (Please remember to sign).
 I certify that all of the above information is true and accurate and that any quantity granted will be used for purposes herein described and will not be diverted to other uses. I further certify that I have an energy conservation program in effect.

Name and Title	Signature	Date
----------------	-----------	------

[Cite law and penalties that might be imposed under state laws for providing false or misleading information]

If different than above
 Prepared by: _____



11.3 Priority End User Certification Form

DEPARTMENT OF [Insert Name] [Insert Agency Name] [Insert Agency address] CERTIFICATE OF PRIORITY END-USE Please Print or Type – Application Must Be Legible and Signed. Return To Above Address.						
PART I: IDENTIFICATION						
Date of Request			EIN Number			
MON	DAY	YEAR				
PART II: SUPPLIER/SUPPLY DATA						
7. Supply Volumes for Requested Product (In Gallons)						
1. Name of Company/Applicant Submitting Request (Last name first if individual)		Month	Current		Actual Purchases for the Last Twelve Months	
			Year	Purchases	Year	Volume
2. Mailing Address of Company/Applicant (Street, City, State, Zip Code, County)		(1) Jan				
		(2) Feb				
		(3) Mar				
3. Name and Phone (Including area code) of Contact Person		(4) Apr				
		(5) May				
4. Name of Delivery Location (If different from mailing address)		(6) Jun				
		(7) Jul				
		(8) Aug				
5. Address of Delivery Location (If different from delivery location) (Street, City, State, Zip Code, County)		(9) Sep				
		(10) Oct				
		(11) Nov				
		(12) Dec				
		(13) Total				
8. Applicant's Classification: (a) <input type="checkbox"/> Police Agency (b) <input type="checkbox"/> Fire Fighting Units (c) <input type="checkbox"/> Emergency Medical Services (d) Other Explain: _____						
PART III: SUPPLIER/SUPPLY DATA Storage Capacity:						
9. Supplier Information (Enter the information requested below for each current supplier for motor gasoline. List on the first line the principal immediate supplier. If more than three, use an additional sheet.)						
Name and Mailing and Mailing Address (a)	City, State and Zip Code (b)	Supplier's Name (c)	% of Volume (d)	Name and Phone Number (including area code) of Contact Person (e)		
10. Justification of Volumes Requested (Describe in detail the reasons justifying the requested volumes as normal and reasonable for intended use and provide reasons why the product is needed. Use additional sheets as needed.)						
PART IV. CERTIFICATION (To Be Completed by All Applicants)						
I hereby certify that all information submitted as part of this application is true, accurate and complete to the best of my knowledge, that any quantity requested for priority use will be used only for that requested use, and that an amended application for a downward base period adjustment will be filed if the need for the volume assigned pursuant to this application declines.						
Name of Applicant or Company Official	Title of Applicant or Company Official	Signature	Date Signed (Month Day Year)			



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Location:		FUEL DISTRIBUTION LOG				Event:
Date:	Agency Information	Vehicle Information	Fuel Dispensed by Type (Number of Gallons)			Operator (Print)
	Name	Make/Model	Gasoline	Diesel	Other	Signature
Time:	Address	License #				Site Attendant
	Contact Information	Current Mileage				
Date:	Agency Information	Vehicle Information	Fuel Dispense by Type (Number of Gallons)			Operator (Print)
	Name	Make/Model	Gasoline	Diesel	Other	Signature
Time:	Address	License #				Site Attendant
	Contact Information	Current Mileage				
Time:	Address	License #				Site Attendant
	Contact Information	Current Mileage				

11.4 Fuel Distribution Log (Recommended for FPOD Use)



12. Appendix B - References

12.1 FEMA Region V Power Outage Incident Annex

12.2 Wisconsin Emergency Response Plan – ESF 12 *Energy*

12.3 FEMA Fuel Services Guide (2015)

13. Appendix B - Definitions

Current requirements - means the supply of an allocated product needed by an end-user or wholesale purchaser to meet its present supply requirement for 1 month. (b) "State Office" means Office of Energy Innovation.

Director - means the Director of Office of Energy Innovation or the designee thereof.

Distillate fuel oil - means a general classification of one of the petroleum fractions produced in conventional distillation operations. It is used primarily for space heating, on – and off-highway diesel engine fuel (including railroad engine fuel and fuel for agricultural machinery), and electric power generation. Included are products known as Number 1, and Number 2 fuel oils; and diesel fuels as covered by ASTM specifications D396 and D975. It does not include kerosene-type jet fuel.

End-User - means any person who is an ultimate consumer of a petroleum product other than a wholesale purchaser-consumer.

Motor gasoline - means any of the various grades of motor gasoline (premium, regular, or unleaded, including gasoline/alcohol mixtures such as gasohol), suitable for the operation of an internal combustion engine and defined under ASTM specification D439-88.

Officer - means the fuel allocation officer authorized to sign orders and to authorize documents for the set-aside assignments.

Order - means a written or oral directive followed by written confirmation issued by the officer with respect to state set-aside assignments. It also means a written determination by the director relative to an appeal from an order of the officer.

Person - means an individual, corporation, firm, governmental unit, organization, or any other establishment whatsoever.

Prime Supplier - means the supplier or producer who makes the first sale of petroleum products into the state distribution system for consumption within the state.

Propane - means a normally gaseous paraffinic compound (C₃H₈), which includes all products covered by natural gas policy act specifications for commercial and HD-5 propane and ASTM specification D1835. EXCLUDES: feedstock propane, which are propane not classified as consumer grade propane, including the propane portion of any natural gas liquid mixes that is butane-propane mix.

Purchaser - means a wholesale purchaser or an end-user, or both.

Retail - means any retail gasoline station, jobber or distributor which sells motor gasoline, propane and/or distillate fuel oil directly to an end-user.



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Service - means personal service or service by registered or certified United State mail, postage prepaid. Service upon a person’s duly authorized representative shall constitute service upon the person. Service by mail is complete upon mailing.

Set-aside assignment - means an order directing a prime supplier to make a product from its state set-aside available to a designated person.

State set-aside - means, with respect to a particular prime supplier, that amount of the specified petroleum products (e.g., motor gasoline, propane, or distillate fuel oil), which is made available from a percentage of the projected monthly sales by prime suppliers, for utilization by the Office of Energy Innovation to resolve emergencies and hardships due to fuel shortages. The state set-aside amount for a particular month is calculated by multiplying the state set-aside percentage level the projected monthly sales expected to be made in the upcoming month by the prime supplier’s prepared consistent with the actual monthly sales made in the prior month as reported under Part 4 of the EIA-782C, the Monthly Report of Prime Suppliers Sales of Petroleum Products Sold for Local consumption and filed by said supplier.

Supplier - means a firm or subsidiary of a firm, other than the United States department of Defense, which presently or during the last 12 months, supplies, sells, transfers, or otherwise furnishes, such as by consignment, motor gasoline, propane and distillate fuel oil to wholesale purchasers or end-users, including, but not limited to, a refiner, importer, reseller, jobber, or retailer.

Wholesale purchaser - means a wholesale purchaser-reseller or a wholesale purchaser consumer.

Wholesale purchaser-consumer - means an ultimate consumer, which, as part of its normal operation, purchases or obtains petroleum products from a supplier and receives delivery of that product into a storage tank substantially under the control of that firm at a fixed location.

Wholesale purchaser-reseller - means a person who purchases, receives through transfer, or otherwise obtains, such as by consignment, motor gasoline, propane and distillate fuel oil and who resells or otherwise transfers it to other purchasers without substantially changing its form; excluding retailers.

Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			



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8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			



Public Safety & Security

ESF 13



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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA)/Capitol Police (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 serves as the director of EPS and administers the overall EPS program.



- 1.3.3 Powers of law enforcement officers. During any state of emergency declared by the governor or during any training program or exercises authorized by the adjutant general, any law enforcement officer, when legally engaged in traffic control, escort duty, or protective service, may carry out 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 A deputy director coordinates the EPS program. The procedures that detail the coordination of the EPS program can be found in the Emergency Police Services Program Manual (Supporting Document B.1).
- 1.3.5 Under the direction of the Wisconsin Homeland Security Council (HSC) and the Wisconsin Department of Justice/Wisconsin Statewide Information Center (WI DOJ/WSIC), goals and strategies for Wisconsin's protection are developed. Implementation is accomplished through the involved state and federal agencies in Wisconsin. As the lead emergency management agency in Wisconsin, WEM participates in the HSC

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. 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 Coordinator, DMA Leadership and appropriate state agencies to identify the appropriate resource to meet the needs of the requesting jurisdiction.
- 2.1.3 If the of 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) ○ Federal law enforcement agencies through EMAC • 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 Coordinator 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"> • 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. • Assist with and provide security for evacuation routes in accordance with ESF 1. 	Local
<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



Action Item	Agency
<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
<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 Deputy Director Federal Agency Interface

Federal assistance provided through the National Response Framework ESF 13 will be coordinated through the director of the EPS program or his/her designee. The EPS director will ensure that the SEOC is kept current on all issues involving the use of federal assistance.

4. Supporting Documents

4.1 Attachments

- 4.1.1 Wisconsin State Patrol Regions Map
- 4.1.2 Emergency Police Services Mutual Aid Areas Map and Director Listing

4.2 Agency-Specific Plans and Procedures

- 4.2.1 Emergency Police Service Program Manual

4.3 National Response Framework ESF 13



Table 4-1: Record of Change

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Wisconsin Emergency Response Plan
WI State Patrol Regions Map

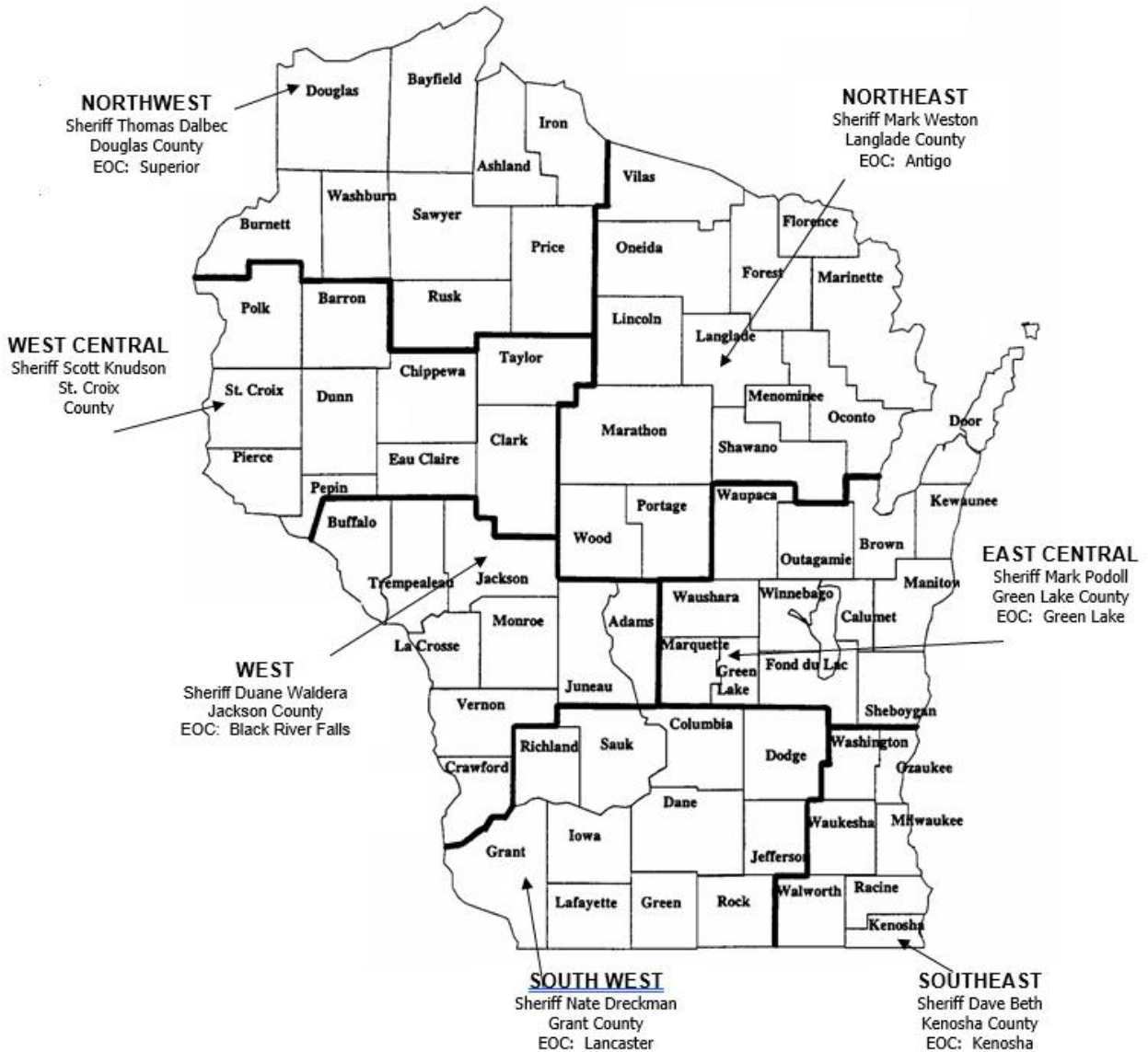
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Attachment 2

EPS Mutual Aid Areas Map EMERGENCY POLICE SERVICES MUTUAL AID AREAS – 2019-2022





***Short-Term Community
Recovery and Mitigation
ESF 14***



Wisconsin Emergency Response Plan
Short-Term Community Recovery & Mitigation

ESF 14

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Wisconsin Emergency Response Plan
Short-Term Community Recovery & Mitigation

ESF 14

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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Children and Families (DCF) Department of Health Service (WI DHS) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Wisconsin Economic Development Corporation
Non-Governmental Support Organizations	2-1-1 Wisconsin WI VOAD
Federal ESF Coordinating Agencies	U.S. Department of Agriculture (USDA) U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) U.S. Department of Housing and Urban Development (HUD) U.S. Department of the Interior

1. Introduction

1.1. Purpose

- 1.1.1 To support short-term disaster recovery and mitigation for all affected individuals, families, businesses, communities, economies, and environments.
- 1.1.2 To promote and integrate hazard mitigation programs and resources in disaster recovery efforts, where possible.

1.2. Scope

Short-term recovery and mitigation includes:

- 1.2.1 Coordination of all local, state, tribal, federal, private sector, non-profit, and volunteer efforts to restore the public and private sectors to a functional, pre-incident or better state.
- 1.2.2 Support for the transition of impacted communities to long-term recovery efforts, as needed.

1.3. Policies

ESF 14 is shaped by the following statements and assumptions:

- 1.3.1 Timeliness and flexibility
 Short-term community recovery and mitigation requires timeliness and flexibility in coordinating, conducting, and delivering assistance.



1.3.2 Transition from response to recovery

Short-term recovery and mitigation activities should be initiated at the earliest opportunity. They are likely to overlap with response activities before fully transitioning to recovery activities.

1.3.3 Mitigation, resilience, and sustainability

Recovery represents a unique and valuable opportunity for a community to integrate into recovery goals:

1.3.3.1. Mitigation of future risks

1.3.3.2. Enhancements to resiliency

1.3.3.3. Contributions to sustainability

2. Concept of Operations

2.1. Activation

2.1.1 Activation of ESF 14 resources may occur during response to, or in anticipation of, any natural, technological, or human-caused disasters or events that necessitate community recovery and mitigation assistance.

2.1.2 ESF 14 is managed through WEM and at the local or tribal level with additional assistance from any, or all, of the identified supporting agencies and NGO's, as may be needed.

2.1.3 Functions include, but are not limited to, the following:

2.1.3.1. Inform and advise the Governor, local officials, and other applicable state officials and agencies on short-term recovery and mitigation.

2.1.3.2. Coordination of activities as response transitions to recovery.

2.1.3.3. Assess the economic, environmental, physical, public health, and social consequences in the impacted area and coordinate efforts to address short-term community recovery needs and mitigation opportunities.

2.1.3.4. Implementation of the Wisconsin Recovery Plan and the Recovery Support Functions (RSFs) to coordinate long-term recovery and mitigation efforts, when necessary.

2.1.3.5. Implementation of the Wisconsin Hazard Mitigation Plan to coordinate short-term mitigation efforts, when necessary.



2.2. Goals

Short-term recovery goals will depend on the scope and magnitude of the event. Short-term recovery goals include, but are not limited to, any or all of the following:

- 2.2.1 Mass sheltering and feeding of displaced persons
- 2.2.2 Securing safe re-entry into affected area(s) including:
 - 2.2.2.1. Conducting debris removal and clean-up of primary transportation routes to support life safety missions
 - 2.2.2.2. Establishing safe transportation routes to allow access for emergency services and damage assessment
- 2.2.3 Debris removal and general clean-up
- 2.2.4 Complete damage assessment to infrastructure, residential, and commercial properties including:
 - 2.2.4.1. Activating Rapid Assessment Support Teams (RASTs)
 - 2.2.4.2. Inspecting buildings for structural integrity
- 2.2.5 Re-establishment of government operations
- 2.2.6 Restoring essential utilities (water, sewer, power, communication, transportation)
- 2.2.7 Securing of resources
- 2.2.8 Expanded social, medical, and behavioral health services including:
 - 2.2.8.1. Assessing survivors' needs: medical, psychological, and physical
 - 2.2.8.2. Providing emergency and temporary medical care and establish appropriate treatment protocols
 - 2.2.8.3. Providing behavioral health services and counseling to those that need it
- 2.2.9 Providing timely and accurate public messaging
- 2.2.10 Coordinating with 2-1-1 to provide accurate information and referrals
- 2.2.11 Developing and enforcing ordinances for the repair and reconstruction of damaged structures and facilities
- 2.2.12 Coordinating with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs)
- 2.2.13 Establishment or activation of long-term recovery committees to address unmet needs as the local level
- 2.2.14 Participation in joint preliminary damage assessments (PDAs)



2.2.15 If a federally declared disaster, opening and staffing Disaster Recovery Centers (DRCs)

2.2.16 Monitoring activities

2.2.17 Activation of the Wisconsin Recovery Task Force (WRTF)

2.3. Wisconsin Recovery Task Force

The Wisconsin Recovery Task Force (WRTF) may be activated to assist ESF 14. The WRTF is further described in Attachment 1.

2.3.1 WRTF activation triggers include, but are not limited to, the following:

2.3.1.1. Multiple counties requesting state or federal resources.

2.3.1.2. Significant damages to:

2.3.1.2.1. Critical facilities

2.3.1.2.2. Infrastructure

2.3.1.2.3. Housing

2.3.1.2.4. Businesses

2.3.1.3. Severe economic losses.

2.3.1.4. Extensive need, or anticipated need, for:

2.3.1.4.1. WI VOAD agencies

2.3.1.4.2. Crisis counseling

2.3.1.4.3. Case management services

2.3.1.4.4. Unmet needs

2.3.1.5. Federal disaster declaration, or anticipation of a federal disaster declaration, that includes Individual Assistance (IA).

2.3.1.6. Supplemental funding is provided to other federal and state agencies.

3. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute the response, short-term recovery, and mitigation responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities unique to ESF 14 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.



3.1. Lead Coordinating Agency – Department of Military Affairs

Table 3-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs: Wisconsin Emergency Management	<ul style="list-style-type: none"> • Participate in the joint preliminary damage assessment (PDA) process. • Support public messaging for short-term recovery and mitigation. • Coordinate with 2-1-1 to provide accurate information and referrals. • Support the re-establishment of government operations. • Secure resources for short-term recovery and mitigation. • Support the operation of Joint Field Office (JFO) in federally declared disasters. • Opening and staffing Disaster Recovery Centers (DRCs) in federally declared disasters. • Activate WRTF, as necessary. • Activate the Radiological Emergency Preparedness (REP) Recovery Workgroup of the WRTF, as necessary. • Coordination with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs).

3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies

Agency	Functions
Department of Administration	<ul style="list-style-type: none"> • Support re-establishment of government operations.
Department of Children & Families (see ESF 6)	<ul style="list-style-type: none"> • Coordinate behavioral health services and counseling including: <ul style="list-style-type: none"> ○ Assessing survivors’ needs: medical, psychological, and physical. ○ Providing emergency and temporary medical care and establish appropriate treatment protocols. ○ Providing behavioral health services and counseling to those that need it.
Department of Health Services (see ESF 6)	<ul style="list-style-type: none"> • Coordinate behavioral health services and counseling including: <ul style="list-style-type: none"> ○ Assessing survivors’ needs: medical, psychological, and physical. ○ Providing emergency and temporary medical care and establish appropriate treatment protocols. ○ Providing behavioral health services and counseling to those that need it.
Department of Natural Resources	<ul style="list-style-type: none"> • Debris removal and clean-up of primary transportation routes to support life safety missions. • Debris removal and general clean-up. • Provide technical support to local governments on floodplain management issues after a disaster to determine substantially damaged structures. • Provide technical assistance to municipal wells and waste water treatment plants.
Department of Transportation	<ul style="list-style-type: none"> • Debris removal and clean-up of primary transportation routes to support life safety missions. • Establishing safe transportation routes to allow access for emergency services and damage assessment. • Debris removal and general clean-up.



3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations

Agency	Functions
2-1-1 Wisconsin:	<ul style="list-style-type: none"> • Coordinate with WEM and other state agencies to provide hotline disaster recovery referral services.
Wisconsin Voluntary Organizations Active in Disaster (see ESF 6)	<ul style="list-style-type: none"> • Assess Survivors’ Needs (medical, psychological, and physical). • Secure resources for short-term recovery and mitigation. • Coordination with volunteer organizations. • Mass sheltering and feeding of displaced persons.

3.4. Federal Support Agencies

Table 3-4: Federal Support Agencies

Agency	Functions
Department of Agriculture	<ul style="list-style-type: none"> • Provide emergency loans for agricultural sector. • Technical assistance for agricultural market recovery. • Rural housing. • Technical assistance for resource conservation. • Technical and financial assistance for emergency watershed protection.
Department of Homeland Security: Federal Emergency Management Agency	<ul style="list-style-type: none"> • Participate in the joint preliminary damage assessment (PDA) process. • Establish and operate a JFO.
Department of Housing & Urban Development	<ul style="list-style-type: none"> • Offer assistance for: <ul style="list-style-type: none"> ○ Housing. ○ Community redevelopment and economic recovery. ○ Public services. ○ Infrastructure; mortgage financing. ○ Public housing repair and reconstruction.
Department of the Interior	<ul style="list-style-type: none"> • Provide technical assistance in: <ul style="list-style-type: none"> ○ Community planning and natural and cultural resources expertise. ○ Community liaison for federally-owned lands and facilities. ○ Natural hazard vulnerability analysis expertise.

4. Supporting Documents

4.1. Attachments

4.1.1 Wisconsin Recovery Task Force

4.2. Agency-Specific Plans and Procedures

4.2.1 State of Wisconsin Administrative Plan for the Hazard Mitigation Grant Program

4.2.2 State of Wisconsin Administrative Plan for the Public Assistance Program



- 4.2.3 State of Wisconsin Administrative Plan for Individual Assistance
- 4.2.4 State of Wisconsin Hazard Mitigation Plan, December 2016 (amended January 2017)
- 4.2.5 Wisconsin Disaster Fund Administrative Plan
- 4.2.6 Wisconsin Recovery Plan, May 2016
- 4.2.7 Wisconsin Department of Transportation Flood Damage Aids Program Guidelines & Requirements
- 4.2.8 Wisconsin Department of Administration CDBG-Emergency Assistance Program Implementation Handbook

4.3. Federal Support

- 4.3.1 National Disaster Recovery Framework, Second Edition, June 2016



Table 4-1: Record of Change

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Attachment 1

Wisconsin Recovery Task Force

Wisconsin Recovery Task Force



Wisconsin Emergency Response Plan
Wisconsin Recovery Task Force

ESF 14
Attachment 1

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Wisconsin Emergency Response Plan
Wisconsin Recovery Task Force

ESF 14
Attachment 1

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1. Introduction

1.1. Creation

The Wisconsin Recovery Task Force (WRTF) was created on June 25, 2008 to coordinate state efforts in mitigation, agriculture, business, housing, human needs, and infrastructure as a result of the presidentially-declared major disaster DR-1768.

1.2. Purpose

The WRTF has evolved to serve as the state-level organization responsible for:

- 1.2.1. Pre-disaster recovery planning
- 1.2.2. Coordination of state, tribal, and federal recovery efforts
- 1.2.3. Maintaining readiness and capability to align state Recovery Support Function (RSF) subcommittees with the National Disaster Recovery Framework (NDRF)

1.3. Scope

1.3.1. Pre-Disaster

The WRTF will meet periodically under non-disaster conditions to advance recovery planning efforts that prepare the state, local, and tribal governments to effectively direct recovery activities, expedite a unified recovery effort, and achieve a community's disaster recovery priorities. Pre-disaster efforts may include, but are not limited to:

- 1.3.1.1. Engagement and ongoing dialog with recovery stakeholders regarding pre-disaster preparedness and recovery planning
- 1.3.1.2. Reviewing, revising, and updating the Wisconsin Recovery Plan to provide sound decision-making guidance (including as part of a regular plan-update cycle and following disasters)
- 1.3.1.3. Soliciting regular feedback from local and tribal government officials and other recovery stakeholders to ascertain if the state is adequately meeting local and tribal needs before and after disasters (including assessing post-disaster needs that exceed traditional state and federal recovery programs)
- 1.3.1.4. Providing and maintaining WRTF capacity for taking action through a coordinated process that is understood and accepted by participants
- 1.3.1.5. Increasing awareness and dissemination of recovery capabilities across the whole community
- 1.3.1.6. Development of a local and tribal disaster recovery plan template
- 1.3.1.7. Encouraging and supporting development and adoption of local and tribal disaster recovery plans, and, to the extent possible, coordinating with other



local, tribal, and regional planning initiatives (comprehensive, economic development, radiological emergency, transportation, etc.) to further enhance opportunities for community resilience

1.3.1.8. Encouraging and supporting local and tribal disaster recovery coordinators

1.3.2. Post-Disaster

The WRTF and constituent Recovery Support Function subcommittees may be partially or fully activated following a disaster declaration. Post-disaster the WRTF functions as the state-level recovery coordinating organization; assists and supports the SDRC; and serves to align the state and tribes with the federal recovery structure consistent with the National Disaster Recovery Framework. Actions and activities may include, but are not limited to:

- 1.3.2.1. Assisting with the transition from response to recovery and coordination of state, tribal, and federal recovery efforts
- 1.3.2.2. Engaging necessary resources and subject matter experts to assess economic, environmental, health, physical, and, if applicable, radiological consequences
- 1.3.2.3. Establishing and maintaining relationships with recovery stakeholders
- 1.3.2.4. Identifying and developing recovery principles and policies and incorporating short- and long-term recovery actions and activities at the local, regional, tribal, and state levels
- 1.3.2.5. Working with state, local, and tribal governments and non-governmental and private-sector organizations to develop recovery plans and coordinate recovery efforts
- 1.3.2.6. Identifying, facilitating, and coordinating the appropriate agencies, programs, and resources to support implementation of recovery plans and provide oversight to ensure continuity in program and resource delivery
- 1.3.2.7. Assisting with the identification and securing of funding and other resources needed to assist individuals, businesses, and communities to recover quickly, safely, and with more resilience to disasters
- 1.3.2.8. Identifying and facilitating resolution of policy and program issues
- 1.3.2.9. Working to avoid duplication of assistance
- 1.3.2.10. Coordinating follow-through of recovery and hazard mitigation efforts with state, local, and tribal governments as well as other involved partners
- 1.3.2.11. Collaborating with Wisconsin Voluntary Organization Active in Disasters on non-governmental recovery efforts



1.3.2.12. Ensuring transparency and accountability in the use of recovery funds and resources

2. Recovery Support Function (RSF) Subcommittees

The WRTF consists of RSF subcommittees representing key aspects of recovery: Agriculture, Economic, Health and Social Services, Housing, Infrastructure, Mitigation, and Radiological Emergency Preparedness (REP) Recovery Ad Hoc.

2.1. Composition

The RSF subcommittees will generally consist of representatives from a Lead Agency and one or more Supporting Agencies.

2.1.1. Lead Agency

The Lead Agency representative will serve as the Subcommittee Chair

2.1.2. Subcommittee members

Subcommittees may include additional committee members from the Lead and Supporting Agencies that:

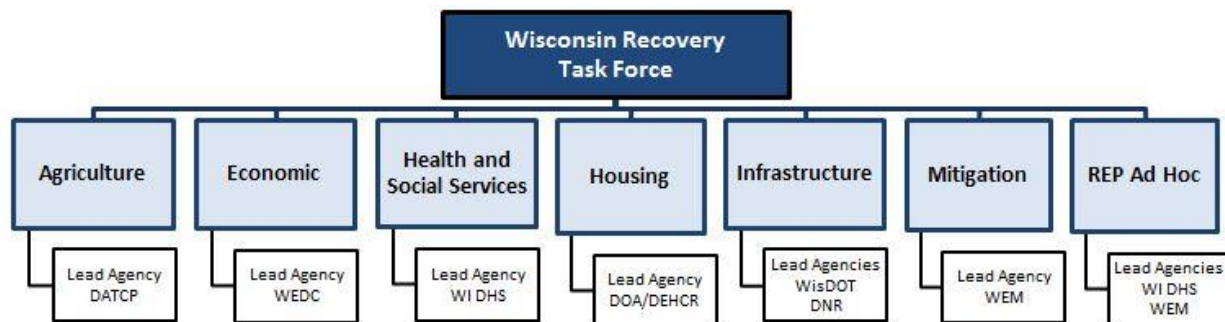
- 2.1.2.1. Provide regional, state, tribal or federal level perspectives
- 2.1.2.2. Provide subject matter expertise relevant to pre-disaster planning and post-disaster recovery

Subcommittee members should include those individuals who are committed to the process and able to make policy decisions on behalf of the organization, or able to seek appropriate guidance and approval, when needed.

2.2. Organization

The WRTF provides a unified and collaborative operational environment for pre-disaster recovery planning and post-disaster recovery. Figure 2-2 illustrates the WRTF.

Figure 2-1: WRTF Organization



Each subcommittee is further described in the following sections.



2.3. Agriculture Subcommittee

2.3.1. Lead agency

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

2.3.2. Supporting agencies

2.3.2.1. Cooperative Network

2.3.2.2. U.S. Department of Agriculture (USDA)/Forest Service

2.3.2.3. U.S. Department of Agriculture (USDA)/Natural Resources Conservation Service (NRCS)

2.3.2.4. University of Wisconsin – Cooperative Extension

2.3.2.5. Wisconsin Housing and Economic Development Authority (WHEDA)

2.3.3. Mission

Identify impacts to the agriculture community and identify programs and opportunities to recover from the disaster.

2.3.4. Goals

2.3.4.1. Identify short- and long-term agricultural-related losses and needs resulting from the disaster.

2.3.4.2. Identify programs and opportunities to help the agricultural community recover.

2.3.4.3. Get effective information out to the agriculture community on policy, legal, and financial assistance programs following a major disaster.

2.4. Economic Subcommittee

2.4.1. Lead agency

Wisconsin Economic Development Corporation (WEDC)

2.4.2. Supporting agencies

2.4.2.1. Wisconsin Department of Administration (DOA)

2.4.2.2. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

2.4.2.3. Wisconsin Department of Natural Resources (DNR)

2.4.2.4. Wisconsin Department of Transportation (DOT)

2.4.2.5. Wisconsin Department of Tourism

2.4.2.6. Wisconsin Department of Workforce Development (DWD)

2.4.2.7. Wisconsin Housing and Economic Development Authority (WHEDA)



2.4.3. Mission

Retain, restore, and rebuild Wisconsin's businesses to ensure continued economic vitality

2.4.4. Goals

2.4.4.1. Assess the impact of the disaster on the economy

2.4.4.2. Collaborate with local, regional, tribal, and federal economic service agencies to address business needs

2.4.4.3. Assist affected businesses to keep them in business

2.4.4.4. Identify future economic opportunities

2.5. Health and Social Services Subcommittee

2.5.1. Lead agency

Wisconsin Department of Health Services (WI DHS)

2.5.2. Supporting agencies

2.5.2.1. American Red Cross

2.5.2.2. The Salvation Army

2.5.2.3. U.S. Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

2.5.2.4. Wisconsin Department of Administration

2.5.2.5. Wisconsin Department of Children and Families (DCF)

2.5.2.6. Wisconsin Department of Military Affairs (DMA)/Division of Emergency Management (WEM)

2.5.2.7. Wisconsin Voluntary Organizations Active in Disasters (WI VOAD)

2.5.2.8. Wisconsin Department of Workforce Development (DWD)

2.5.2.9. 2-1-1 Wisconsin/United Way of Wisconsin

2.5.3. Mission

Provide the resources and emotional support for families and communities to rebound from the effects of disaster through the enhanced coordination of agencies and organizations.

2.5.4. Goal

Identify and deliver resources and enhance partnerships through better coordination to solve public health and emergency service issues, both immediate and long-term.



2.6. Housing

2.6.1. Lead agency

Wisconsin Department of Administration (DOA)/Division of Housing (DOH)

2.6.2. Supporting agencies

2.6.2.1. Couleecap

2.6.2.2. U.S. Department of Agriculture (USDA)/Rural Development

2.6.2.3. U.S. Department of Housing and Urban Development (HUD)

2.6.2.4. U.S. Economic Development Administration (EDA)

2.6.2.5. Wisconsin Department of Military Affairs (DMA)/Division of Emergency Management (WEM)

2.6.3. Mission

Address the immediate, intermediate, and long-term needs of individuals and families adversely affected by major disasters, identify gaps in existing assistance programs, and try to fill the gaps with innovative programs and resources.

2.6.4. Goals

2.6.4.1. Identify the scope of the housing need as well as the type (e.g. temporary housing, multi-family housing, single-family housing repair, housing removal and replacement)

2.6.4.2. Identify existing resources that can be brought to bear in addressing the needs of those adversely affected by the disaster

2.6.4.3. Identify and work toward directing additional resources where assistance gaps occur

2.6.4.4. Explore opportunities created by the disaster to create better affordable housing opportunities in affected communities.

2.7. Infrastructure Subcommittee

2.7.1. Lead agencies

2.7.1.1. Wisconsin Department of Transportation (WisDOT)

2.7.1.2. Wisconsin Department of Natural Resources (DNR)

2.7.2. Support agencies

2.7.2.1. Cooperative Network

2.7.2.2. Public Service Commission (PSC) of Wisconsin



- 2.7.2.3. Wisconsin Department of Military Affairs (DMA), Division of Emergency Management (WEM)
- 2.7.2.4. Wisconsin Department of Natural Resources (DNR)
- 2.7.2.5. Wisconsin Department of Safety & Professional Services (DSPS)
- 2.7.2.6. Wisconsin Department of Transportation (WisDOT)
- 2.7.3. Mission
 - Maximize and expedite relief funding to repair damaged infrastructure.
- 2.7.4. Goals
 - 2.7.4.1. Review current activities to ensure all infrastructure needs are being assessed
 - 2.7.4.2. Identify damage by infrastructure type
 - 2.7.4.3. Identify available funding sources to pay for damage
 - 2.7.4.4. Identify gaps in damage assessment activities and funding
 - 2.7.4.5. Create standard format for reporting infrastructure damage, including lead agency

2.8. Mitigation Subcommittee

- 2.8.1. Lead agency
 - 2.8.1.1. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
- 2.8.2. Supporting Agencies
 - 2.8.2.1. Members of the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT)
- 2.8.3. Mission
 - 2.8.3.1. Assist communities during the recovery process to make their communities more disaster-resistant
- 2.8.4. Goals
 - 2.8.4.1. Minimize human, economic, and environmental disruption and reduce the potential for injury and loss of life from natural, technological, and manmade hazards
 - 2.8.4.2. Enhance public education about disaster preparedness and resilience, and expand public awareness of natural, technological, and manmade hazards
 - 2.8.4.3. Encourage and promote continued comprehensive hazard mitigation planning and implementation of the plan



- 2.8.4.4. Support coordination and collaboration among federal, state, and local authorities, as well as non-governmental organizations regarding hazard mitigation activities
- 2.8.4.5. Improve the disaster resistance of buildings, structures, and infrastructure whether new construction, expansion, or renovation

2.9. Radiological Emergency Preparedness (REP) Recovery Ad Hoc Workgroup

It is recognized that the REP program has certain unique requirements that would need to be addressed in a radiological event. Due to these unique needs, the REP Ad Hoc Workgroup was established in the spring of 2015 and is a part of the WRTF. This workgroup is part of short- and long-term recovery planning. In a real event, the REP Workgroup would provide the radiological and scientific expertise required by the WRTF.

2.9.1. II.H.1. Lead agency

- 2.9.1.1. Wisconsin Department of Health Services (WI DHS)
- 2.9.1.2. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)

2.9.2. II.H.2. Supporting Agencies

- 2.9.2.1. Oneida Tribe of Indians of Wisconsin, Emergency Management Department
- 2.9.2.2. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)
- 2.9.2.3. Wisconsin Milk Marketing Board (WMMB)
- 2.9.2.4. Wisconsin Department of Administration (DOA), Division of Housing (DOH)
- 2.9.2.5. University of Wisconsin-Extension

2.9.3. II.H.3. Mission

Radiological incidents with nuclear power plants.

2.9.4. II.H.4. Goals

- 2.9.4.1. Integrate with all-hazards planning and prepare for radiological incidents. Scientific components to be incorporated
- 2.9.4.2. Provide education and outreach to ingestion counties for planning, training, and exercising



External Affairs

ESF 15



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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Governmental Support Agencies	Department of Military Affairs (DMA) All other participating state agencies
Non-Governmental Support Organizations	2-1-1 Wisconsin All other participating non-governmental agencies
Private Sector Organizations	As appropriate
Federal ESF Coordinating Agencies	Department of Homeland Security (US DHS)

1. Introduction

1.1. Purpose

To provide accurate, coordinated, and timely information to the public in the event of an emergency or major disaster situation through the news media, state agency websites, press conferences, social media, and other communications means.

1.2. Scope

ESF 15 coordinates state actions to provide the required external affairs support to local, tribal, territorial, and state incident response entities. ESF 15 integrates the components of the following:

- 1.2.1. Public affairs – provides a single point to collect, verify, and disseminate public information.
 - 1.2.1.1 Provides timely and accurate information regarding the status of the emergency response.
 - (1) In certain law enforcement-related incidents, federal, state, tribal, and local law enforcement agencies may need to withhold or delay sensitive information from public release to protect the integrity of the criminal investigation.
 - 1.2.1.2 Coordinates appropriate public information support to federal, state, local, county, and tribal governments.
 - 1.2.1.3 Coordinates the release of public information from state agencies and other groups/agencies, as appropriate.
 - 1.2.1.4 Assures the public that the state is responding to the emergency.
- 1.2.2. Rumor control – coordinates prompt and authoritative response or correction, or both, to trending incomplete, inaccurate, or ambiguous information related to the emergency.
- 1.2.3. Congressional/legislative affairs – facilitates access to disaster response information for Congressional and legislative members.



- 1.2.4. Joint Information Centers (JIC) ensure the coordinated release of information under ESF 15. *Note: See Attachment 1: Joint Information Center (JIC) Plan.*

1.3. Situation Overview and Planning Assumptions

- 1.3.1. Emergencies often create substantial public interest and considerable demand from the media for information. Providing accurate information based on confirmed reports is the appropriate response to that interest.
- 1.3.1.1 Assistance from communication or intergovernmental staff of federal, state, and non-governmental partners may be requested.
- 1.3.2. A disaster situation can cause damage to infrastructure and property, which may lead to disruptions to public safety and utility service. If utilities experience widespread outages, providing public information through phone, internet, and television outlets may be challenging.
- 1.3.3. To the fullest extent possible, all public information released by ESF 15 will be made available in the primary language or languages spoken by the affected community.

1.4. Policies

- 1.4.1. The lead public information officer (PIO) from WEM or a PIO designee from DMA coordinates ESF 15 during a disaster. Depending upon the type of disaster, however, an alternate state agency may provide the lead PIO (e.g. the Wisconsin Department of Health Services [WI DHS] during a public health emergency).
- 1.4.2. The governor's office has lead responsibility as the official spokesperson for state public information activities. The lead PIO coordinates with the governor's office, as appropriate.
- 1.4.3. ESF 15 coordinates with PIOs from federal, regional, state, local, and tribal units of government, private sector, and non-profit organizations as necessary to provide emergency public information.
- 1.4.4. Emergency public information activities may be managed through a Joint Information System (JIS) to coordinate and disseminate information from multiple agencies.
- 1.4.5. The lead PIO may enlist other state agency PIOs to serve as spokespersons on behalf of the state or on behalf of their agencies and to assist in the JIS. These activities are coordinated with the State Emergency Operations Center (SEOC) or Joint Information Center (JIC).



2. Concept of Operations

2.1. Mobilization

- 2.1.1. WEM public information staff will be notified of incidents that have potential state public information implications.
- 2.1.2. In the event the SEOC is elevated to Level 4, WEM's PIO or a designated PIO from DMA will support enhanced monitoring remotely to coordinate ESF 15.
- 2.1.3. In the event the SEOC is elevated to Level 3 or above, WEM's PIO or a designated PIO from DMA will report to the SEOC to coordinate ESF 15.
- 2.1.4. During mobilization of the SEOC, the WEM lead PIO or designee will notify other state PIOs to report to the SEOC or to a JIC.

2.2. Organization

- 2.2.1. In the event the SEOC has not been elevated, WEM's PIO or another designated state PIO will work with state emergency management staff and the governor's press office to issue appropriate press releases and incident reports and to conduct media interviews.
- 2.2.2. Depending on the severity of the situation, the governor's public affairs office will coordinate with the WEM PIO on media advisories and releases and will be available to reporters and news organizations.
- 2.2.3. ESF 15 may activate a JIC to coordinate and disseminate a variety of information including press releases, social media, press conferences, information for phone hotlines, and other communication tools. *Note: See ESF 15 Attachment 1: JIC Plan.*
- 2.2.4. ESF 15 may co-locate to the disaster area to support local public information efforts and in recovery operations may relocate to the joint field office (JFO), as needed.
- 2.2.5. The lead PIO along with the SEOC manager, WEM administrator, and TAG must approve all information produced by ESF 15 such as press releases, incident reports, fact sheets, and other materials.
- 2.2.6. The public hotline (WI-DIAL) provides a direct access to a source of official information where the public can get answers to questions, make requests, or provide comments during the response effort. The hotline also provides a feedback mechanism for response officials as an indicator of patterns, unconfirmed reports, rumors, or incomplete, inaccurate, or ambiguous information that may need to be addressed in news releases and briefings.

2.3. Agency Responsibilities

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



responsibilities that are unique to ESF 15 and is intended to be used in conjunction with the common tasks outlined in the Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency
<p>Public Affairs</p> <ul style="list-style-type: none"> ▪ Compile information on the incident, impacts, and response operations from all available sources. ▪ Coordinate with other ESFs, agencies, and state/federal/private/tribal organizations to develop a consistent flow of information including incident reports, health advisories, and other public information releases concerning the response and recovery efforts. ▪ Inform the governor’s press office, federal, state, tribal, and local officials of response activities. ▪ Provide incident-related information through the media and other sources in accessible formats and multiple languages to individuals, households, businesses, and industries directly or indirectly affected by the incident to the fullest extent possible. ▪ Monitor news coverage and social media for information related to the emergency to ensure accuracy. ▪ During media briefings and through social media and 2-1-1 Wisconsin, provide appropriate contact information for governmental agencies, non-governmental response organizations, the public hotline telephone number, and relevant website addresses. ▪ Manage news conferences and press tours of the incident area, as appropriate. ▪ Establish, staff, and operate a JIC, when appropriate. ▪ Establish and promote social media public information resources in the SEOC or JIC. ▪ Request mobilization of Wisconsin Disaster Information Assistance Line (WI DIAL), as appropriate. 	DMA/WEM
<p>Rumor Control (control of incomplete, inaccurate, or ambiguous information)</p> <ul style="list-style-type: none"> ▪ Respond to questions from the public. ▪ Activate and publicize an emergency public information line/call center, as necessary. ▪ Inform the SEOC and JIC of trending rumors. ▪ Respond promptly and publically to trending rumors with authoritative information from officials/subject matter experts. 	DMA/WEM
<p>Congressional/Legislative Affairs</p> <ul style="list-style-type: none"> ▪ Establish contact with state, federal, and congressional offices representing the affected area to provide information on the incident. 	DMA/DMA



- Arrange for incident site or SEOC visits for appropriate elected officials and their staff.

Respond to legislative/congressional inquiries.

2.4. Wisconsin Governmental Support Agencies

Table 2-2: State Government Support Agencies

Agency	Functions
Department of Military Affairs	<p>Agency as a whole</p> <ul style="list-style-type: none"> ▪ Provide PIO(s) and web support to assist at the SEOC, scene, or JIC ,as requested. ▪ Provide legislative liaison(s).
All other participating agencies	<p>Agencies as a whole</p> <ul style="list-style-type: none"> ▪ Provide PIO(s) to assist at the SEOC, scene, or JIC, as requested by the governor, WEM, or department secretary. ▪ Assist the lead PIO by providing pertinent public information for dissemination to media sources and, as appropriate, fact sheets for distribution to the public. <ul style="list-style-type: none"> ○ Participate in news conferences and briefings on request. ○ Coordinate information with other PIO(s). ○ Monitor media broadcasts and articles for accuracy.

3. Supporting Documents

3.1. Attachments

3.1.1. Joint Information Center (JIC) Plan

3.2. National Response Framework ESF 15



Table 3-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
2.			
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Attachment 1

Joint Information Center Plan

Joint Information Center Plan



Wisconsin Emergency Response Plan
Joint Information Center Plan

ESF 15
Attachment 1

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1. Introduction

1.1. Purpose

- 1.1.1. Provide the media and the public with a single location from which to gain timely and accurate information about a particular event.
- 1.1.2. Establish guidance and assign responsibilities to ensure the maintenance of a State of Wisconsin emergency public information capability that disseminates accurate and timely information on potential and actual emergency incidents and major emergencies/disasters.
- 1.1.3. Develop and deliver coordinated interagency messages when discussing response efforts during a crisis.
- 1.1.4. Provide guidance to individuals staffing a joint information center (JIC), including for an incident at a nuclear power plant with the potential to affect Wisconsin.

1.2. Assumptions

- 1.2.1. This plan uses the word "utility" exclusively in reference to a nuclear power plant.
- 1.2.2. During disasters, the public and the media will need information about the situation and instruction on any protective measures to take.
 - 1.2.2.1 In certain law enforcement related incidents, federal and local law enforcement agencies or components of the U.S. Department of Homeland Security (US DHS) may need to withhold or delay sensitive information from public release to protect the integrity of the criminal investigation.
- 1.2.3. Demand for information during a major disaster will be overwhelming if sufficient staff is not provided and if staff is not trained and operating from pre-established guidance.
- 1.2.4. The state will use multiple channels of communication during an incident, including:
 - 1.2.4.1 News releases
 - 1.2.4.2 News conferences
 - 1.2.4.3 News interviews via telephone and in person
 - 1.2.4.4 Social media and websites
- 1.2.5. The local media, particularly broadcast, and all media websites will perform an essential role in providing immediate and ongoing emergency instructions and information to the public.
- 1.2.6. Depending on the severity of the disaster, regional and national media will also cover the story and demand information and comments from state, tribal, and local officials.



- 1.2.7. Depending on the severity of the disaster, telephone communication may be sporadic or impossible. Local, tribal, and regional radio and television stations without emergency power may also be off the air.
- 1.2.8. Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) will operate a JIC during major disasters to coordinate and distribute emergency information to provide for:
 - 1.2.8.1 Informing the public of necessary protective actions to minimize loss of lives and property
 - 1.2.8.2 Accommodating large numbers of media representatives seeking information about the situation and response actions
- 1.2.9. All public information officers (PIOs) who work for state agencies as well as the public affairs officers with DMA may be asked to report to the JIC and/or the state emergency operations center (SEOC) during a disaster.
- 1.2.10. Staff from the University of Wisconsin system may assist at the JIC with social media.
- 1.2.11. The agencies participating in the JIC will share the information they have compiled with one another prior to media briefings.
- 1.2.12. The JIC monitors a variety of sources of news media, rumors, and trends to ensure that the public is receiving accurate information, including sources such as:
 - 1.2.12.1 Calls received by the Wisconsin Disaster Information Assistance Line (WI-DIAL)
 - 1.2.12.2 News broadcasts
 - 1.2.12.3 Social media
 - 1.2.12.4 Information received from the SEOC and county, tribal, and local emergency operations centers (EOCs).
- 1.2.13. The JIC promptly addresses trends and rumors in news releases or at media briefings.
- 1.2.14. For incidents involving a nuclear power plant utility:
 - 1.2.14.1 The staffing of the JIC will consist of representatives from the affected utility, the State of Wisconsin, and counties within ten miles of the affected plant.
 - 1.2.14.2 Additional representation at the JIC may consist of various federal, state, tribal, or non-governmental agencies/organizations or local governing bodies directly impacted by the incident.

2. Concept of Operations

2.1. Notification

- 2.1.1. Initial notification of the SEOC elevation to Level 3 or above will come from the WEM duty officer (DO) after conferring with the senior duty officer (SDO).



- 2.1.2. Upon notification of SEOC elevation, the WEM PIO (or designee) will report to the SEOC and, if warranted, notify other agency PIOs of the potential for JIC activation.

2.2. Mobilization – JIC for Incidents at Nuclear Power Plants

- 2.2.1. The State of Wisconsin may staff a JIC in the event of a nuclear power plant incident. Potential locations include:

- 2.2.1.1 For incidents at Point Beach Nuclear Plant (PBNP):

3060 Voyager Drive

Green Bay, WI 54311-8304

This JIC facility is owned by NextEra Energy, Inc. WEM has obtained key card access, to ensure appropriate WEM staff members can access the facility at any time.

- 2.2.1.2 For incidents at Prairie Island Nuclear Generating Plant (PINGP):

State of Minnesota, Homeland Security and Emergency Management

444 Cedar St., Suite 223

St. Paul, MN 55101

- 2.2.1.3 Other sites as necessitated by the location and nature of the incident

- 2.2.2. "Notification of Unusual Event" (NUE) or a non-classifiable event:

- 2.2.2.1 The SEOC may mobilize at Level 3 or higher at the discretion of the WEM administrator, SDO, or upon recommendation by the state radiological coordinator (SRC).

- 2.2.2.2 A JIC does not generally mobilize for a NUE.

- 2.2.3. "Alert" Emergency Classification Level (ECL) or a higher classification -- the SEOC and the JIC may mobilize at Level 3 or higher.

- 2.2.4. As some JICs are a considerable distance from the SEOC, PIOs representing the State of Wisconsin may deploy from other state agencies that have regional offices located near the relevant JIC to represent the State of Wisconsin/WEM.

- 2.2.5. Prior to JIC mobilization or arrival of state representatives to the JIC, the lead PIO from WEM may issue news releases from the SEOC. The SEOC PIO will provide copies of any media releases issued prior to JIC mobilization to other agencies at the JIC.

2.3. Mobilization –JIC for All Other Incidents

- 2.3.1. During major disasters, the WEM PIO will report directly to the SEOC if it is elevated to Levels 1, 2 or 3.

- 2.3.1.1 Depending upon the situation, the WEM PIO will activate the JIC.



- 2.3.1.2 Other state agency PIOs may deploy to the JIC to assist in the state response.
- 2.3.2. The JIC is the point of coordination for all state news releases and other forms of information about the disaster with approval by the SEOC manager, WEM administrator and TAG before dissemination.
- 2.3.3. WEM readiness levels
 - 2.3.3.1 Level 5 and 4
 - (1) WEM PIO staff members are at their normal duty section, answering media calls and issuing situation reports as needed regarding an incident.
 - (2) The PIO works with the WEM DO, SDO, and WEM administrator as needed to gather information.
 - (3) The WEM website, social media, and GovDelivery disseminate information.
 - 2.3.3.2 Level 3
 - (1) WEM PIO reports to the SEOC and provides public information regarding a disaster.
 - (2) This may include working 12-hour shifts, answering media calls, producing news releases (and in some cases situation reports), as well as updating the WEM website and social media.
 - (3) There may be coordination with local, tribal, federal, voluntary agency and private sector PIO's.
 - 2.3.3.3 Level 2 & Level 1
 - (1) A JIC mobilizes immediately when the SEOC opens, usually in proximity to the SEOC:
 - (A) To maximize all information resources
 - (B) To gather, verify, coordinate, and disseminate large volumes of information
 - (2) The necessary communication links are established and provided between the JIC and the SEOC.
 - (3) Communication links are coordinated between JIC staff and all field PIOs.

2.4. Coordination

- 2.4.1. A Joint Information System (JIS) is a network of PIOs working together via phone, email, or video-teleconference from their individual work locations or at a JIC.
- 2.4.2. The JIC is a location for agency PIOs to coordinate messages.
- 2.4.3. The JIC/JIS is a coherent system that may include:



- 2.4.3.1 State agency PIOs
- 2.4.3.2 Business, industry, and utility PIOs
- 2.4.3.3 Voluntary organization PIOs
- 2.4.3.4 PIOs from local, tribal, and federal government
- 2.4.4. For coordination in an emergency or disaster, it is essential that emergency public information emanate from a single point to ensure consistency and authenticity.
- 2.4.5. The lead state PIO, typically a WEM or DMA PIO, coordinates public information during an emergency.
- 2.4.6. The lead state PIO coordinates information released with the governor's communications director and other state agencies, as appropriate.

3. Procedures

3.1. General Considerations

- 3.1.1. The lead PIO and one or more assistant PIOs staff the SEOC and generate news releases.
- 3.1.2. The SEOC manager, WEM administrator, and TAG must approve and sign-off on all news releases prior to distribution.
- 3.1.3. Upon approval, the SEOC PIO staff sends news releases to state PIOs at the JIC for release to the media.
- 3.1.4. Timely, accurate release of information is a priority for the JIC. The JIC should release information:
 - 3.1.4.1 Within one to two hours of the SEOC and JIC leaders being informed of an incident.
 - 3.1.4.2 As soon as possible, preferably within an hour of the incident occurring, if the public needs life safety information.
- 3.1.5. The release of information may be through news interviews with media, news releases, and news conferences conveyed to the JIC in the form of:
 - 3.1.5.1 GovDelivery
 - 3.1.5.2 E-mail
 - 3.1.5.3 Posting on websites and social media
 - 3.1.5.4 Posting on a secured website such as WebEOC (for internal communications)
- 3.1.6. Detailed procedural checklists appear separately within a position binder that travels with the State of Wisconsin staff upon deployment to a JIC.
- 3.1.7. All staff at the SEOC, JIC, WI-DIAL, reception center, and shelter facilities share responsibility for noting rumors or trends.



- 3.1.7.1 Upon recognition of a rumor or a trend, staff should bring the issue to the attention of the lead spokesperson at the JIC and the lead PIO at the SEOC.
- 3.1.7.2 SEOC and JIC staff will take action to address the rumor or trend through a media briefing, news release, or information provided to the WI DIAL operators.

3.2. News Conferences

- 3.2.1. Hold news conferences daily or as needed, including representatives from appropriate agencies.
- 3.2.2. Coordinate news events with the governor's office.
- 3.2.3. Requests for Disaster Response Interpreters (DRI) to provide American Sign Language (ASL) interpretation from the Wisconsin Department of Health Services will be coordinated, as needed.

3.3. News Releases and Incident Reports

- 3.3.1. Update information, as necessary.
- 3.3.2. Date and number all situation reports.
- 3.3.3. Distribute information to the over 5000 media, legislative, congressional, and state agency recipients included in:
 - 3.3.3.1 WEM media lists
 - 3.3.3.2 The GovDelivery system
- 3.3.4. Post information to the WEM website and the ReadyWisconsin Facebook and Twitter sites.

4. Roles and Responsibilities

4.1. JIC Logistics

- 4.1.1. News conference locations
 - 4.1.1.1 During most emergency response and recovery operations, at various locations at Department of Military Affairs/Wisconsin National Guard Joint Force Headquarters, 2400 Wright Street, Madison, WI, including but not limited to Witmer Hall and the drill floor
 - 4.1.1.2 During an incident at a nuclear power plant, at the JIC in either Green Bay or Minneapolis
- 4.1.2. Space considerations – locate JIC as near as possible to the SEOC to:
 - 4.1.2.1 Reduce errors in transmission of information



- 4.1.2.2 Increase the speed with which information can be gathered, clarified, and confirmed
- 4.1.3. Equipment requirements
 - 4.1.3.1 Phones
 - 4.1.3.2 Computers, printers, and copiers
 - 4.1.3.3 Office supplies
 - 4.1.3.4 TVs to monitor media
 - 4.1.3.5 Malt Box for media for news conferences

4.2. JIC Organization Staffing

The roles and responsibilities of state agency staff, as outlined in the following chart, are scalable and flexible. When entities other than the State of Wisconsin own/manage JIC locations, the operational activities of each may vary slightly.

Table 1: JIC Roles and Responsibilities

Position	Functions
Lead Spokesperson	When the lead spokesperson is an individual other than the Lead JIC PIO: <ul style="list-style-type: none"> ▪ Represents the state at media briefings held at the JIC ▪ Coordinates messages with the affected private sector partners, federal government, local or tribal government, and adjacent states (if applicable) to emphasize joint agency decision-making ▪ In the event of a terrorist action, the SEOC PIO will work with the FBI and other law enforcement agencies regarding the withholding of sensitive information from public release to protect the integrity of the criminal response and evidence collection process
Lead JIC PIO	When there is not a separate individual serving as lead spokesperson, combine those responsibilities with the following: <ul style="list-style-type: none"> ▪ Is typically a PIO from WEM or DMA ▪ Serves as the overall coordinator/supervisor for State of Wisconsin staff located at the JIC ▪ Coordinates with the incident commander or SEOC manager ▪ Schedules PIO staff throughout an incident to meet needs ▪ Coordinates all news releases, situation reports, and social media messaging ▪ Assists with coordination of news conferences ▪ Attends daily briefings and reports PIO activities at briefings ▪ Maintains contact with the SEOC PIO throughout the duration of the activation. ▪ Coordinates with other governmental and non-governmental PIOs ▪ Handles and logs all media calls ▪ Coordinates information with WI DIAL (when operational) ▪ Keeps governor’s office, WEM administrator, and TAG informed
JIC PIO (as many as needed)	<ul style="list-style-type: none"> ▪ Assists the lead JIC PIO/spokesperson in carrying out all activities ▪ Upon delegation by the lead JIC PIO/spokesperson, represents the state at media briefings.



Position	Functions
	<ul style="list-style-type: none"> ▪ Monitors news media ▪ Assists with social media monitoring as needed
Senior Web/Social Media/Media Monitoring PIO	<ul style="list-style-type: none"> ▪ Oversees social media function (e.g. Twitter, Facebook, and website) ▪ Assists with social media monitoring and developing social media monitoring reports, focusing on trends, rumors, and possible upcoming events ▪ Reports critical social media postings to the lead JIC PIO/spokesperson and operations immediately
Social Media PIO	<ul style="list-style-type: none"> ▪ Coordinates social media monitoring ▪ Develops social media staffing plan ▪ Produces social media messages ▪ Provides information to the lead JIC PIO/spokesperson for daily briefing reports
WEM Technical Advisor	<ul style="list-style-type: none"> ▪ Provides technical information to the lead JIC PIO/spokesperson and assistant JIC PIOs on the WERP, and general emergency management practices, procedures, and laws in Wisconsin ▪ Assists with various administrative tasks, as necessary
Radiological Technical Advisor (For Radiological Incidents Only)	<ul style="list-style-type: none"> ▪ Must have a working knowledge of the Wisconsin Department of Health Services Radiological Incident Response Plan ▪ Assists the lead JIC PIO/spokesperson and assistant JIC PIOs by serving as a technical expert for public health matters as they relate to radiation exposure ▪ Maintains contact with staff in the state radiological coordinator (SRC) room throughout the duration of the event to obtain information on dose assessment, field monitoring, health monitoring, and decontamination activities ▪ May participate in news conferences at the request of the lead JIC PIO/spokesperson to address media questions of a technical nature
Administrative Support (Working Under Various Titles)	<ul style="list-style-type: none"> ▪ Perform a variety of functions to assist the PIOs and technical advisors, including: <ul style="list-style-type: none"> ○ Clerical work ○ Maintaining contact with the SEOC ○ Distributing of state and county news releases ○ Monitoring and contributing to the WebEOC event site ▪ May include sub-categories of administrative support such as: <ul style="list-style-type: none"> ○ Media line operator ○ WebEOC support ○ Administrative assistant



Wisconsin Emergency Response Plan
Joint Information Center Plan

ESF 15
Attachment 1

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Critical Infrastructure

Annex



Wisconsin Emergency Response Plan
Critical Infrastructure

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Wisconsin Emergency Response Plan
Critical Infrastructure

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Wisconsin Emergency Response Plan Critical Infrastructure

Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture Trade and Consumer Protection (DATCP) Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Wisconsin National Guard (WING) Public Service Commission (PSC) Department of Transportation (DOT)
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA) Department of Homeland Security (DHS)

1. Introduction

1.1 Purpose

This annex describes policies, roles, and responsibilities, and the concept of operations for prioritizing, protecting, and restoring critical infrastructure and key resources (critical infrastructure) of the State of Wisconsin. This annex details processes to ensure coordination and integration of critical infrastructure-related activities among public and private emergency management partners.

1.2 Scope

- 1.2.1 This annex provides guidance on the response to incidents impacting critical infrastructure within the State of Wisconsin for state, local, tribal, and private sector stakeholders.
- 1.2.2 The annex takes an all-hazards approach to assess vulnerabilities, minimize risk, and enhance the resilience of critical infrastructure within the State of Wisconsin.
- 1.2.3 For the purpose of this annex, the following definitions apply:
 - 1.2.3.1 The term “all-hazards” means a threat or an incident, either natural or manmade, warranting action to protect life, property, the environment, public health, or safety including natural disasters, cyber related incidents, industrial accidents, pandemics, acts of terrorism, sabotage, and criminal activity targeting critical infrastructure assets.
 - 1.2.3.2 The term “critical infrastructure” means those facilities, systems, and other assets deemed vital to the public confidence and to Wisconsin. Loss or incapacity of critical infrastructure would have a debilitating impact on the state’s security, public health, economy, safety, or well-being.



Wisconsin Emergency Response Plan Critical Infrastructure

- 1.2.3.3 The term “resilience” means the ability to resist, absorb, adapt to, and recover from adverse change.
- 1.2.4 Determining which assets within a jurisdiction are “critical” is both art and science. Each level of government may develop criteria for what assets are considered “critical” to their jurisdiction.

1.3 Policies

- 1.3.1 Presidential Policy Directive 21 (PPD-21) “Critical Infrastructure Security and Resilience” makes clear the importance of the nation’s critical infrastructure and provides guidelines for cooperation between state, local, tribal, and federal agencies.
- 1.3.2 It is the responsibility of state, local, and tribal governments, as well as private sector agencies to identify and protect their critical infrastructure assets.
- 1.3.3 This annex does not alter or supersede existing:
 - 1.3.3.1 Statutory responsibilities for critical infrastructure protection, incident management, emergency management, or other related functions under the law.
 - 1.3.3.2 Regulatory, contractual, or other legal relationships between state, local, and tribal agencies and the private sector.
 - 1.3.3.3 International agreements, treaties, or other agreements for incident management or between the U.S. Government and other countries.
- 1.3.4 All levels of government should partner with private sector critical infrastructure owners, when possible, to help insure the resiliency of both publicly and privately-held critical infrastructure.
- 1.3.5 Emergency managers at state, tribal, county, and local levels must be aware of the presence of critical infrastructure assets in their jurisdiction.

2. Planning Assumptions

- 2.1.1 Critical infrastructure assets in Wisconsin are vulnerable to a number of natural, technological, and manmade threats. The WERP Basic Plan details various natural and technological hazards critical infrastructure assets are most likely to face.
- 2.1.2 Damage to critical infrastructure in one sector may have a cascading impact on infrastructure in other sectors.
- 2.1.3 Nationally, private sector entities own approximately eighty-five percent (85%) of critical infrastructure assets and the government owns approximately fifteen percent (15%).¹

¹ *Government Accountability Office, The Department of Homeland Security’s (DHS) Critical Infrastructure Protection Cost-Benefit Report, June 26, 2009.*



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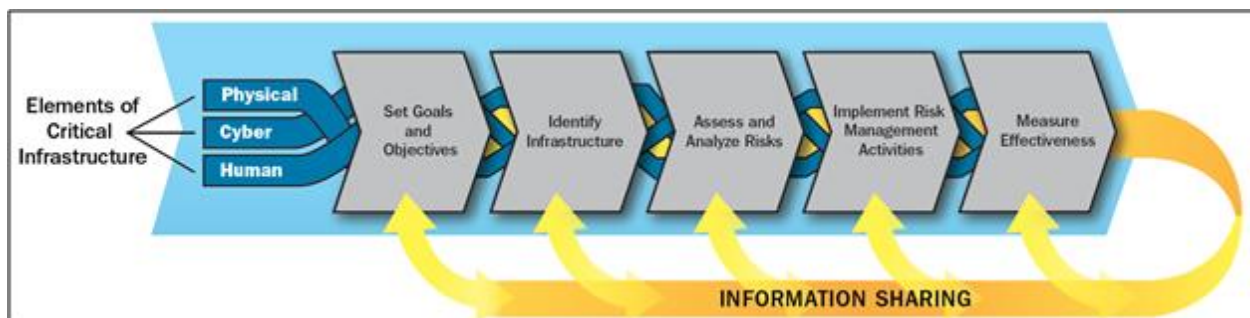
- 2.1.4 Prevention, protection, mitigation, response, and recovery efforts are most effective when the public and private sectors collaborate.
- 2.1.5 Each level of government has different criteria for determining what qualifies as critical infrastructure.
- 2.1.6 Tribal, county, and local governments identify assets within their jurisdictions that are critical to their operations.
- 2.1.7 Assets or facilities deemed critical at the state level may not be considered critical at the federal level. Similarly, assets or facilities deemed critical at the county, tribal, or local level may not be considered critical at the state level.
- 2.1.8 Critical infrastructure in one sector may differ vastly from critical infrastructure in another sector. In order to accurately identify assets which are vital the state's (or other jurisdiction's) security, public health, economy, safety, and well-being, it may be necessary to develop specific critical infrastructure criteria for each sector.

3. Concept of Operations

3.1 General

- 3.1.1 A wide variety of natural, technological, and human-caused threats and hazards can impact Wisconsin's critical infrastructure. This annex prompts the mobilization of state, local, tribal, and private sector entities to:
 - 3.1.1.1 Monitor the potential impact of natural and manmade incidents on critical infrastructure assets in Wisconsin.
 - 3.1.1.2 Share information regarding threats and potential incident impacts with relevant agencies (law enforcement, emergency management, etc.), as appropriate.
 - 3.1.1.3 Initiate response and recovery efforts for Wisconsin's critical infrastructure during natural or manmade incidents.
 - 3.1.1.4 Partner with other private sector and government entities to protect and facilitate recovery of critical infrastructure.

Figure 1: Information Sharing





Source: 2013 National Infrastructure Protection Plan

3.2 Mobilization Triggers

- 3.2.1 Monitoring and information sharing activities outlined in this annex occur continuously and do not require a trigger for implementation. See the Wisconsin Protection Plan for additional details.
- 3.2.2 Response and recovery elements of this annex may be implemented when:
 - 3.2.2.1 There is a perceived natural, technological, or human-caused threat to critical infrastructure assets within the State of Wisconsin.
 - 3.2.2.2 Critical infrastructure assets, at any level of government, have been damaged, degraded, or destroyed, and local or tribal resources are likely to be exhausted by subsequent response and recovery activities.

3.3 Organization

- 3.3.1 Critical infrastructure assets fall into one of 16 sectors:
 - 3.3.1.1 Chemical
 - 3.3.1.2 Commercial Facilities
 - 3.3.1.3 Communications
 - 3.3.1.4 Critical Manufacturing
 - 3.3.1.5 Dams
 - 3.3.1.6 Defense Industrial Base
 - 3.3.1.7 Emergency Services
 - 3.3.1.8 Energy
 - 3.3.1.9 Financial Services
 - 3.3.1.10 Food and Agriculture
 - 3.3.1.11 Government Facilities
 - 3.3.1.12 Healthcare and Public Health
 - 3.3.1.13 Information Technology
 - 3.3.1.14 Nuclear Reactors, Materials, and Waste
 - 3.3.1.15 Transportation Systems
 - 3.3.1.16 Water and wastewater systems
- 3.3.2 Critical infrastructure is considered in every phase of the Comprehensive Emergency Response Plan. This annex pertains to response and short-term recovery activities. To find information about how critical infrastructure is identified and monitored in Wisconsin, please see the Wisconsin Protection Plan.



3.4 Response to incidents involving critical infrastructure assets in Wisconsin:

- 3.4.1 When an incident impacts critical infrastructure in Wisconsin, all levels of government and appropriate private sector entities must collaborate to:
 - 3.4.1.1 Share information and notify appropriate authorities
 - 3.4.1.2 Stabilize the incident and prevent further damage
 - 3.4.1.3 Respond to secondary impacts of the incident, which may include:
 - (1) Opening warming centers during a power outage in winter months
 - (2) Providing non-potable water for flushing toilets when water systems fail
 - (3) Evacuating residents dependent upon electricity
- 3.4.2 Information sharing during the response phase:
 - 3.4.2.1 The Wisconsin Protection Plan outlines how critical infrastructure is monitored during steady state operations (pre-incident). These monitoring and information sharing activities continue during the response phase.
 - 3.4.2.2 When an incident occurs, critical infrastructure owners and operators should remain in direct contact with local law enforcement, regulatory agencies, and other stakeholders. Owners and operators may also send and receive information about the incident through:
 - (1) Sectoral Information Sharing and Analysis Centers (ISAC).
 - (2) State Fusion Center bulletins and threat notifications
 - (3) Alerts and notices from various governmental agencies (distributed through appropriate professional associations and organizations)
 - (4) Situation reports from state, tribal, county, or local emergency operations centers
- 3.4.3 Incident stabilization and prevention of further damage:
 - 3.4.3.1 To prevent or reduce potential cascading impacts of the loss of functionality at a critical infrastructure site, the whole community must respond to incidents at critical infrastructure sites.
 - 3.4.3.2 Critical infrastructure owners and operators:
 - (1) Implement response plans at their facilities to ensure the safety and security of their staff, other responders, and equipment.
 - 3.4.3.3 County and Local Government:
 - (1) County and local governments typically provide the following response to critical infrastructure sites:



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- (A) Security assistance
- (B) Fire suppression
- (C) Assistance with access to infrastructure (roadway clearance, movement of debris, etc.)
- (D) Other support as needed or requested by facility owners/operators.

3.4.3.4 Wisconsin's state agencies:

- (1) Support local incident stabilization and response efforts at critical infrastructure sites by providing expertise, personnel, resources, and specialized equipment when requested by tribal, county, and local governments.
- (2) Implement waivers, variances, and other rule changes, when appropriate, to assist response and recovery efforts.
- (3) More specific agency roles and responsibilities can be found in Table 3-1 "Response Activities".

3.5 Recovery of Critical Infrastructure assets and nodes:

- 3.5.1 Recovery activities and timelines may vary widely depending upon the type of assets that have been damaged or destroyed in an incident. Some critical infrastructure assets can be restored in a matter of hours while others may take weeks or months to be restored. In general, all levels of government and private sector infrastructure owners/operators must:
 - 3.5.1.1 Facilitate physical recovery of critical infrastructure assets, nodes, or capabilities.
 - 3.5.1.2 Provide support to affected communities as necessary in accordance with the State of Wisconsin Recovery Plan.
 - 3.5.1.3 Incorporate lessons learned from incidents into planning and mitigation strategies.
- 3.5.2 Private sector infrastructure owners and operators are responsible for recovery of their assets. When necessary, infrastructure owners and operators should work with the appropriate regulatory agencies at the local, state, tribal, and federal level to identify options for recovery of critical infrastructure (rate recovery, other funding sources, etc.).
- 3.5.3 For additional details about recovery please see the Wisconsin Recovery Plan.



3.6 Annex Activities

Table 3-1: Response Activities

Action Item	Agency
<ul style="list-style-type: none"> • Collaborate with counties, tribes, local units of government, and private sector infrastructure owners and operators to: <ul style="list-style-type: none"> ○ Assess the impact of the incident on the State’s critical infrastructure. ○ Identify and respond to secondary impacts of the incident. • Monitor any additional threats (man-made and natural) against critical infrastructure assets. Information sources include, but are not limited to: <ul style="list-style-type: none"> ○ Daily, weekly, and special bulletins from WSIC ○ Reports to the WEM duty officer (DO) ○ Inputs from county ,local, and tribal emergency managers and WEM regional directors ○ Open source media reports from WEM PIO ○ ISAC reporting • Share information regarding critical infrastructure assets with WSIC, WING, other emergency management partners, and state leadership, as appropriate. • Coordinate resource support to tribal, county, and local jurisdictions • Request liaison officers from the private sector to facilitate information sharing and enhance situational awareness • Coordinate state response to secondary impacts resulting from the loss of critical infrastructure assets. • Coordinate emergency police and fire services via ESF 13 and ESF 4, as necessary. • Initiate short-term recovery procedures in accordance with the State of Wisconsin Recovery Plan, as applicable. • Request and coordinate interstate or federal aid, when required. 	DMA/WEM
<ul style="list-style-type: none"> • Provide threat assessments to events or critical infrastructure sites when requested by organizers and facility owners and operators. • Share information regarding critical infrastructure assets with WEM, WING, DOA/DET and other fusion center partners, as appropriate • Maintain situational awareness of additional threats against critical infrastructure assets • Notify critical infrastructure owners and operators of threats to their facilities. 	WI DOJ/ WSIC
<ul style="list-style-type: none"> • Assess the impact of incidents involving critical infrastructure assets on Wisconsin’s environment. • Assist with security of critical infrastructure facilities during an incident, when requested. • Share information with other state, local, tribal, and federal entities, as appropriate. • Maintain situational awareness of critical infrastructure facilities within DNR’s jurisdiction. 	DNR
<ul style="list-style-type: none"> • Assume the lead role for public health emergencies resulting from the destruction or degradation of a critical infrastructure asset, system, or node. • Monitor damage and impact to critical infrastructure and public health facilities. 	WI DHS
<ul style="list-style-type: none"> • When activated by the Governor, provide assistance to critical infrastructure owners and other responding agencies. • Maintain situational awareness of threats to critical infrastructure assets. <ul style="list-style-type: none"> ○ Share information with fusion centers, WEM, and other agencies, as required. • Make notifications to DMA leadership, when appropriate. 	WING



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Critical Infrastructure**

Action Item	Agency
<ul style="list-style-type: none"> • Coordinate with state, local, tribal, or private entities to allow for access to damaged critical infrastructure. • Provide incident impact assessments regarding transportation-related critical infrastructure assets and nodes to WEM. • Direct the removal of debris on roadways, railroads, and airstrips critical for emergency vehicle passage. • Monitor transportation infrastructure and coordinate response actions in accordance with ESF 1. • Coordinate emergency contracts to pay private vendors for repairs to the state highway system, including roadways and bridges. • Monitor critical transportation routes in Wisconsin and report any natural or manmade threats, or suspicious activity to appropriate authorities. 	WI DOT
<ul style="list-style-type: none"> • Monitor damage and impact to state government critical infrastructure facilities. • Monitor the implementation of Continuity of Operations (COOP) plans if critical state government facilities are impacted by an incident. • Share information with emergency management entities to facilitate response to government critical infrastructure assets. • Monitor state networks for cyber activity which may threaten critical infrastructure in Wisconsin. Respond in accordance with the Cyber Incident Annex of the Wisconsin Emergency Response Plan 	DOA
<ul style="list-style-type: none"> • Partner with the SEOC during response activities in accordance with procedures outlined in ESF 12 and the state Energy Assurance Plan (EAP). • Share information with appropriate electric and natural gas infrastructure owners and operators as required by the incident 	PSC

Table 3-2: Short-Term Recovery Activities

Action Item	Agency
<ul style="list-style-type: none"> • Assess long term incident impact on critical infrastructure assets and affected communities. • Facilitate recovery activities in accordance with the State of Wisconsin Recovery Plan. • Collaborate with counties, tribes, local units of government, and private sector critical infrastructure owners to assess requirements for restoration of critical infrastructure assets under their control. • Coordinate with federal, state, local, tribal, and private sector entities to manage recovery activities associated with potential secondary impacts of the loss of critical infrastructure assets (e.g. power outage, fuel shortage, water contamination, loss of communications, etc.). • Conduct after-action reviews with appropriate agencies/entities to ensure lessons learned from incidents are captured and incorporated into future planning. • Encourage and promote hazard mitigation and disaster resiliency in the new construction, expansion, and renovation of critical infrastructure. 	DMA/WEM
<ul style="list-style-type: none"> • Share information regarding critical infrastructure assets with WEM, WING, and other fusion center partners to aid recovery efforts. 	WI DOJ/ WSIC



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Action Item	Agency
<ul style="list-style-type: none"> • Provide long-term analysis of the public health consequences of critical infrastructure-related incidents. • Partner with other agencies in accordance with ESF 8 and the State of Wisconsin Recovery Plan to manage long-term public health consequences of critical infrastructure-related incidents. 	WI DHS
<ul style="list-style-type: none"> • When authorized, partner with other state and local agencies to provide recovery support to affected communities. 	WING
<ul style="list-style-type: none"> • Coordinate with SEOC and other government agencies to ensure necessary recovery actions are taken to restore critical infrastructure assets and manage secondary impacts resulting from the loss or degradation of critical infrastructure assets. • Provide support to affected communities in accordance with the State of Wisconsin Recovery Plan. 	WI DOT PSC DOA DNR

4. Supporting Documents

4.1 Reference Documents

- 4.1.1 State of Wisconsin Protection Plan
- 4.1.2 State of Wisconsin Recovery Plan

4.2 Other Resources

- 4.2.1 Presidential Policy Directive 21 "Critical Infrastructure Security and Resilience"
- 4.2.2 2013 National Infrastructure Protection Plan



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Table 4-1: Record of Changes

#	Date	Agency/Individual	Change
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Wisconsin Emergency Response Plan
Cyber-Incident Response Annex

Cyber-Incident Response Annex



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Cyber-Incident Response Annex

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Cyber-Incident Response Annex

Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Administration/Division of Enterprise Technology (DOA/DET) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Military Affairs/Wisconsin National Guard (DMA/WING) Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC)
Federal Coordinating Agencies	Cybersecurity and Infrastructure Security Administration (CISA) Federal Bureau of Investigation (FBI) US DHS/Secret Service (US SS) US Department of Defense (DOD)

1. Introduction

1.1 General

- 1.1.1 The state’s essential and emergency services, as well as its critical infrastructure, rely on the uninterrupted use of the internet and communications systems, including data, monitoring, and control systems.
- 1.1.2 Wisconsin faces an evolving array of intentional or unintentional cyber-based threats. Unintentional threats can be caused by software upgrades or defective equipment that inadvertently disrupts systems. Intentional threats can be both targeted and untargeted attacks by criminal groups, hackers, terrorists, organization insiders, and foreign nations engaged in crime, political activism, or espionage and information warfare.
- 1.1.3 Protecting against cyber-attacks is complicated by the fact that attackers do not need to be physically close to their targets and can easily remain anonymous, among other things. The magnitude of the threat is compounded by the ever-increasing sophistication of cyber-incident techniques, such as incidents that combine multiple techniques.
- 1.1.4 Given the interconnected nature of computer networks, responding to cyber threats is a shared responsibility by the whole community. Collaboration, communication, and engagement between the public and private sectors and across state, local, and tribal jurisdictions is essential to detect and identify, protect against, respond to, and recover from cyber-incidents.
- 1.1.5 Many elements of cyber-incident response are similar to other types of natural or technological emergencies. Wisconsin’s approach to cyber-incident response is consistent with an all-hazards approach by integrating and building upon the all-hazards response capabilities already in place.



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1.2 Purpose

- 1.2.1 This annex provides a scalable, flexible framework for responding to, and recovering from a cyber-incident by:
 - 1.2.1.1 Identifying roles, responsibilities, and actions required to respond to a significant cyber incident.
 - 1.2.1.2 Organizing cybersecurity efforts among public and private critical infrastructure sectors.
 - 1.2.1.3 Describing the coordination structure that integrates the Homeland Security Council Cybersecurity Subcommittee (HSC/CY), and the Wisconsin Cyber Response Management Group (CRMG).
 - 1.2.1.4 Establishing a framework for cybersecurity information sharing as well as effective and resilient communications systems and protocols to ensure continuity of communications during and after cybersecurity events.
 - 1.2.1.5 Providing information to counties, tribes, and local units of government regarding available state assets and resources.

1.3 Scope

- 1.3.1 This annex describes the framework for coordination and execution within which state agencies:
 - 1.3.1.1 Respond to incidents affecting state data systems and networks.
 - 1.3.1.2 Assist local and tribal units of government in a cyber-related incident, as required by §323.01 of the Wisconsin Statutes.
 - 1.3.1.3 Advise or assist public and private sector partners during cyber incidents including critical infrastructure.
- 1.3.2 The annex is not intended to supersede or replace state agency plans and procedures. Users are responsible for being familiar with and implementing their agency's standing plans and procedures.
- 1.3.3 The annex is a strategic plan for operational coordination and execution among state, local, and tribal (SLT) governments, the public/private sector, and other partners. It describes authorities, capabilities, and processes that can be utilized to enable response, and recovery in the cyber domains. Although steady-state activities and the development of a cyber common operational picture are key components of this annex, the plan focuses primarily on building the mechanisms needed to coordinate intra-Wisconsin resources.
- 1.3.4 This annex is intended to be scalable, ensuring a unified and coordinated response to any cyber-incident, including a significant cyber incident (SCI). A significant cyber-



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incident as defined by Presidential Policy Directive 41 (PPD 41) “is one that either singularly or as part of a group of related incidents is likely to result in demonstrable harm to the national security interests, foreign relations, or economy of the United States or to the public confidence, civil liberties, or public health and safety of the American people.” For the purpose of this annex, a Cybersecurity Threat Level 3 – Medium (Yellow) or higher is an SCI within Wisconsin. The incident may not meet the criteria of a federal definition but still meet the conditions requiring a state coordinated response.

- 1.3.5 This annex takes a whole-community approach. It encompasses both the state of Wisconsin, as a government enterprise (to include local units of government and tribes), and critical infrastructure partners critical to the protection of the health, safety, and economic vitality of the lives, organizations, and business in the state of Wisconsin. In all cases, cyber-incident response activities will be conducted in accordance with applicable laws, regulations, and policies. Nothing in this annex restricts, supersedes, or otherwise replaces the legal authorities or regulatory responsibilities of any government agency or organization. All information will be handled, transmitted, distributed, released, and stored in accordance with the standards, caveats, and procedures described by the originating agency, regulatory governance, and law.
- 1.3.6 This annex describes thresholds between each level of the Cyber Severity Schema (see Table 3-1). Subsequently, the plan describes when the CRMG convenes and how their actions guide the remainder of the response. The CRMG does not take the place of Wisconsin Emergency Management (WEM) in response to natural disasters. They assist WEM with planning during cyber-incidents. The plan is applicable whether a physical event causes a cyber incident or the other way around.
- 1.3.7 The annex is intended to develop broad concepts focused on Wisconsin’s interface with federal agencies including but not limited to:
 - 1.3.7.1 The Cybersecurity and Infrastructure Security Administration’s (CISA) National Cybersecurity and Communications Integration Center’s (NCCIC).
 - 1.3.7.2 Department of Defense (DOD) Cyber Crime Center (DC3) and US Cyber Command.
 - 1.3.7.3 Federal Bureau of Investigation (FBI)
 - 1.3.7.4 US DHS/Secret Service (US SS).
- 1.3.8 For the purposes of this annex, see the following definitions.
 - 1.3.8.1 ‘Cyber’ refers to the relationship between computer hardware and software including electronic tablets, smartphones, and other similar devices as well as the interconnections between them for the collection, electronic storage, and dissemination of information.
 - 1.3.8.2 ‘Cyberspace’ means the electronic environment for information transfer including public and private local and wide area networks and the internet.



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- 1.3.8.3 'Cyber-incident' means an occurrence related to computers, servers, controls, electronic files, email systems, software, networks, or the internet requiring a response to protect life, property, the environment, or the economy.
- 1.3.8.4 The 'Cyber-environment' includes all physical and virtual assets in cyberspace.
- 1.3.8.5 'Cyber-threat' means the intent to, or possibility of, a malicious attempt to damage or disrupt computer equipment or networks, or exfiltrate electronic information at rest or in transit for nefarious purposes.
- 1.3.8.6 'Cyber-critical infrastructure' means physical or virtual systems and assets vital to Wisconsin which, if incapacitated or destroyed, would have a debilitating impact on Wisconsin's safety, security, economy, public health, or any combination of those matters.

2. Assumptions

2.1 Vulnerability and Risk

- 2.1.1 The cause of a cyber-related threat or incident may be natural, technological, or human-caused or evolve from an ongoing physical-world incident.
- 2.1.2 Cyber-assets in both the public and private sectors in Wisconsin are vulnerable to a range of threats - from hardware and software failures, to attacks by criminals, terrorists, or nation state actors as an act of war. For a better understanding of vulnerability and its relationship to the range of cyber threats and potential impacts in Wisconsin, refer to the discussion on the Cyber Incident Severity Schema ([Section 3.4](#)).
- 2.1.3 Cyber incidents may be a single element of a larger incident. Activities conducted pursuant to this annex work within state and local planning and incident command structures, complement existing plans and procedures, and are compliant with the National Incident Management System (NIMS). Detailed tribal, state, and local operational and strategic plans will support this annex.
- 2.1.4 Each vulnerability imposes a degree of organizational risk. Managing these risks is the responsibility of government, non-government, and private sector organizations, all of which must understand the likelihood of an identified risk leading to an incident and the likely impacts of that incident. With that knowledge, organizations can establish their level of risk tolerance.
- 2.1.5 Tools and operations in the effort to establish a secure cyber-environment include:
- 2.1.5.1 Equipment: including network protection, intrusion detection, and encryption technologies.
- 2.1.5.2 Planning: including developing and implementing a written and socialized comprehensive cyber-security approach. Plans should be reviewed and updated periodically to address new technologies and vulnerabilities.



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- 2.1.5.3 Training: including programs that expand the whole community's knowledge of cyber-threats and security measures.
- 2.1.6 Network risk tolerance, mitigation, and defense include:
 - 2.1.6.1 Identification by State Agencies and organizations of critical operations and systems.
 - 2.1.6.2 At the executive level, IT system owners evaluate vulnerabilities within their systems; determine the level of risk each imposes, and the organization's level of risk tolerance.
 - 2.1.6.3 Information technology managers evaluate and assign financial and other available resources to mitigate and protect against system risks in accordance with the organization's established risk tolerance.
 - 2.1.6.4 Operations level personnel implement mitigation and protective actions to defend the network against intrusion and disruption.

2.2 Authorities

- 2.2.1 *Lead agency in a cyber-incident:* In accordance with Section §323.12(3) of the Wisconsin Statutes, WEM serves as the lead coordinating agency during a state of emergency declared by the Governor. However, in a cyber or telecommunications-related incident, the Governor may designate the Department of Administration (DOA) as the lead agency in accordance with §323.10 of the Wisconsin Statutes.
- 2.2.2 In accordance with 2019 Executive Order #6, the Wisconsin Homeland Security Council advises the Governor and coordinates the efforts of state and local officials with regard to prevention of, and response to, potential threats to the homeland security of Wisconsin. The Chair of the Wisconsin Homeland Security Council serves as lead advisor for cybersecurity matters throughout the state of Wisconsin.

2.3 Policies

- 2.3.1 Incident Command System (ICS): Section §323.13(1)(b) of the Wisconsin Statutes requires that ICS training be implemented to manage emergency incidents. Therefore, the Incident Command System shall be included in training for the management of any cyber related incident.
- 2.3.2 Public (and private sectors) should incorporate cybersecurity into all aspects of emergency management and continuity of operations (COOP) and continuity of government (COG) plans.
- 2.3.3 The ReadyWisconsin website will serve as the state's public-facing outlet, providing information on cyber security and threats to that security.
- 2.3.4 State network administrators are responsible for ensuring the cyber-hygiene in the wisconsin.gov domains. Cyber-hygiene involves five key processes:



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- 2.3.4.1 **Count:** Knowledge of the cyber-environment. Conduct an inventory of network-connected hardware and software to better assess vulnerabilities.
- 2.3.4.2 **Configure:** Secure the cyber-environment. Assure all network-connected computers have common security settings that protect the state's cyber-domains.
- 2.3.4.3 **Control:** Manage administrative privileges. Limit authority to add software, modify configurations, and add devices to the state network.
- 2.3.4.4 **Patch:** Protect the cyber-environment. Provide routine and verifiable security settings that are kept current.
- 2.3.4.5 **Repeat:** Monitor the cyber-environment and assure policies and procedures are enforced.
- 2.3.5 Consistent with the National Response Framework, a response to a cyber-threat or incident should be scalable, flexible, and adaptable. In general, each threat or incident should be addressed at the lowest jurisdictional level possible consistent with an effective response. However, unlike most incidents, the cyber-incident may originate at the state level, or may simultaneously occur at multiple levels of government. This requires additional flexibility to the initial response to the incident.
- 2.3.6 State and local government agencies (as well as private sector entities) should collaborate and share existing cyber-response capability for potential use in a declared state of emergency by the Governor.

3. Concept of Operations

3.1 Cyber Watch and Warning Organizations – Incident Reporting and Detection

- 3.1.1 Due to the pervasive nature of a cyber threat, initial identification of the threat may be through a variety of channels. Wisconsin maintains five primary watch and warning centers that monitor and share information in the event of a cyber-threat or attack. Incident information will be shared with the Adjutant General and other agency senior leadership as necessary.
- 3.1.2 WEM Duty Officer (DO): WEM maintains a 24-hour DO system to receive reports from individuals, state agencies, local units of government, tribal, and the private sector through a public facing toll-free telephone number. When notified of a cyber-threat or incident, the WEM DO notifies the WEM Administrator and follows established Cyber Response Team
 - 3.1.2.1 At the state level, WEM operates the State Emergency Operations Center (SEOC) and coordinates state agency incident response. If the SEOC has been elevated in response to a cyber-incident, the functions of the WEM Duty Officer are performed by the SEOC.



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- 3.1.3 Wisconsin National Guard Joint Operation Center (WI-JOC): The WI-JOC serves as the focal point for Wisconsin National Guard (WING) domestic operations by maintaining situational awareness via a common operational picture (COP), serving as a centralized communications and coordination node, and providing a command-and-control platform for contingency response operations. The WI-JOC is manned 24/7, 365 days a year.
- 3.1.3.1 The WI-JOC gathers and shares information through Situational Reports to WING, WEM, and Public/Private Partners to ensure their situational awareness and facilitate effective decision-making.
- 3.1.4 Wisconsin Department of Justice (WI DOJ)/Wisconsin Statewide Intelligence Center (WSIC): As Wisconsin's primary fusion center, WSIC works in partnership with the US Department of Homeland Security (US DHS) and the Federal Bureau of Investigation (FBI), as well as partners from other federal, state, local, tribal agencies, and the private sector to gather information and produce intelligence products for federal, state, local, tribal government agencies, the private sector, and the public. The WSIC is available at 608.242.5393 and wsic@doj.state.wi.us.
- 3.1.4.1 In response to the emerging threats from cyber intrusions and associated disruptions, the WSIC has taken on roles and responsibilities in gathering, receiving, analyzing, and disseminating cyber threat information. The WSIC gathers cyber threat information through partnerships with the private sector as well as state, tribal, and local agencies.
- 3.1.4.2 The WSIC Cyber, Fusion, and Threat Liaison Officer programs are statewide initiatives to work with federal, state, tribal, local agencies, and the private sector to provide training and serve as a mechanism for the liaison officers to submit suspicious activity reports (SARs) to WSIC in order to detect, prevent, and respond to both criminal and terrorism-related activities.
- 3.1.4.3 WSIC disseminates cyber threat information through its robust distribution network. Intelligence is disseminated both for situational awareness and for specific threats to critical infrastructure. Through the implementation of the governance authority of this strategy, WSIC will utilize the subject matter experts or "authorized agents" identified for each of the critical infrastructure sectors to disseminate cyber threat intelligence.
- 3.1.5 Department of Administration, Division of Enterprise Technology - Enterprise Service Desk (DET ESD): The DET ESD monitors the state cyber-domain on a 24-hour basis for threats or incidents using a variety of automated systems. DET ESD notifies the state Chief Information Security Officer (CISO) of any detected or suspected threat or attack against state information technology assets. DET ESD is available at 608-264-9383 and at esdhelp@wisconsin.gov.



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- 3.1.6 Department of Military Affairs (DMA) Cybersecurity Operations: The Directorate has two full-time cyber intelligence analysts, who work directly with National Guard cyber operational elements, WSIC, and the Cyber Response Team Program (CRT) to assist in monitoring threat reports, providing situational awareness to the command group, information sharing across entities, and maintaining the COP during a cyber event.

3.2 Wisconsin Cyber-Incident Annex Triggers

- 3.2.1 Cyber-related mitigation and preparedness activities are ongoing functions that routinely occur as part of the steady-state operations. See the Wisconsin Prevention and Protection Plan for additional details.
- 3.2.2 Conditions that may trigger the incident response functions of this annex include:
- 3.2.2.1 An incident involving activation of state level continuity of operations (COOP) or continuity of government (COG) plans.
- 3.2.2.2 When requested by:
- (1) A local or tribal unit of government.
 - (2) DOA management (CIO/CISO).
 - (3) DMA management.
 - (4) A critical infrastructure provider.
- 3.2.2.3 When directed by:
- (1) The DET Administrator up to cybersecurity threat level 2 – Low (Green).
 - (2) The Adjutant General at cybersecurity threat level 3 – Medium (Yellow).

3.3 Organization

- 3.3.1 Agency and entity roles and responsibilities in a cyber-incident:
- 3.3.1.1 End Use (Client): Individual system owners are responsible for training their users in proper and appropriate uses of equipment, software, and networks. In a cyber-attack, system owners bear ultimate responsibility for equipment and network incident and loss or exfiltration of data involving their computers, servers, and networks.
- 3.3.1.2 Service Provider: Internet service providers and other vendors of computer and network services are responsible for securing the domains and services they host or provide.
- 3.3.1.3 Local, State, and Federal Law Enforcement Agencies:
- (1) Law enforcement: Police and sheriffs' departments, along with WI DOJ and federal law enforcement agencies, investigate cyber-crime and refer cases for prosecution. These agencies also pass on information on the mechanisms



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used to disrupt or infiltrate victim networks to assist owners with securing their systems.

3.3.1.4 State agencies:

- (1) DMA/WEM: At the state level, WEM operates the SEOC and coordinates state agency incident response. During a state of emergency declared by the Governor involving a cyber-incident, DMA is the lead agency unless the Governor appoints DOA as the lead agency under Wisconsin Statutes §323.10.
- (2) DOA/DET directs and manages deployment of Cyber Response Teams to support affected entities. The State CISO is a co-lead of the CRT.
- (3) WI DOJ/WSIC: The Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) coordinates information sharing among federal, state, local, and tribal government agencies, the private sector, and the US Intelligence Community.
- (4) DMA/WING: The Cybersecurity Operations Directorate is part of the Joint Staff and provides direct support to the Defensive Cyber Operations Element (DCO-E) for administrative, training, and readiness. The director serves as the DMA Cybersecurity Operations Lead, and a co-lead of the CRT.

3.3.1.5 Federal agencies:

- (1) U.S. DHS and CISA: The Department of Homeland Security is the principal federal agency for domestic incident management. Through the National Cybersecurity and Communications Integration Center (NCCIC), CISA coordinates cyber response to national level significant cyber-incidents and integrates information sharing between federal, state, tribal, local governments, and the private sector.
- (2) US DOJ/FBI: The DOJ, through the FBI & National Cyber Investigative Joint Task Force (NCIJTF) serves as the lead federal agency for threat response activities during significant cyber incidents IAW PPD-41.
- (3) DOD: The Department of Defense is the lead federal agency for responding to acts of war. Table 3-2: Cyber-Incident Roles and Responsibilities illustrates agency roles and responsibilities across a range of cyber-incidents.

3.3.1.6 MS-ISAC: The mission of the MS-ISAC is to improve the overall cybersecurity posture of the nation's state, local, tribal, and territorial governments through focused cyber threat prevention, protection, response, and recovery.

3.3.1.7 Further organizational responsibilities are outlined in Section 3.5 "Management and Operations."



3.4 Cyber Incident Severity Determination

- 3.4.1 Per Presidential Policy Directive 41 (PPD-41), the US federal cybersecurity centers, in coordination with departments and agencies with a cybersecurity or cyber operations mission, adopted a common schema for describing the severity of cyber-incidents affecting the homeland, US capabilities, or US interests. The schema (see Table 3-1) establishes a common framework to evaluate and assess cyber-incidents to ensure that departments and agencies have a common view of the:
- 3.4.1.1 Severity of a given incident
 - 3.4.1.2 Urgency required for responding to a given incident
 - 3.4.1.3 Seniority level necessary for coordinating response efforts
 - 3.4.1.4 Level of investment required of response efforts
- 3.4.2 State threat level considerations:
- 3.4.2.1 Whenever the federal government increases or decreases the cyber security threat level for the nation, it is expected that Wisconsin will align its response posture to match the federal government.
 - 3.4.2.2 However, Wisconsin will also conduct its own assessment of the cybersecurity threat posed within the state and may increase or decrease the state's cybersecurity threat level independent of the federal government's assessment.
 - 3.4.2.3 Increasing the cyber security threat level up to level 2 is at the direction of the DET Administrator.
 - 3.4.2.4 Increasing the cyber security threat level above level 2 is at the direction of the Chair of the Homeland Security Council.
 - 3.4.2.5 Decreasing the cyber security threat level is conducted at the discretion of the elevation authority for that level. Note: The Chair of the Homeland Security Council may lower the cybersecurity threat level to level 1 at his or her discretion.



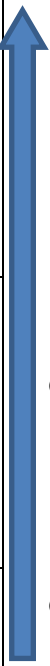
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Table 3-1: Key Elements of the Cyber Severity Schema

Level	General Definition	Observed Actions	Intended Consequence	Primary Operational Coordination
Level 6 Emergency (Black)	Poses an imminent threat to the provision of wide-scale critical infrastructure services, national government stability, or the lives of US persons.	 Effect	Cause physical consequence	SEOC
Level 5 Severe (Red)	Likely to result in a significant impact to public health or safety, national security, economic security, foreign relations, or civil liberties.		Damage computer and networking hardware	
Level 4 High (Orange)	Likely to result in a demonstrable impact to public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.		Corrupt or destroy data	CRMG or SEOC (if SEOC is elevated)
Level 3 Medium (Yellow)	May impact public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence		Deny availability to a key system or service	
Level 2 Low (Green)	Unlikely to impact public	Steal sensitive information	CRMG	
		Presence	Commit a financial crime	
		Engagement	Nuisance Denial of Service (DoS) or defacement	



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Level	General Definition	Observed Actions	Intended Consequence	Primary Operational Coordination
Level 2 Low (Green)	health or safety, national security, economic security, foreign relations, civil liberties, or public confidence.	 Preparation		
Level 1 Baseline (Minor) (Blue)	Highly unlikely to affect public health or safety, State security, economic security, civil liberties, or public confidence.			CRMG
Level 0 Baseline (White)	Unsubstantiated or inconsequential event.			CRMG



3.5 Management and Operations – Cybersecurity Incident Response

- 3.5.1 Cyber Response Management Group (CRMG) –The CRMG is an incident response element. Depending on the characteristics of the cyber event, the team may consist of personnel from HSC/CY, DET, WSIC, WEM, WING, federal agencies, other state, local, and tribal personnel, and owners of impacted systems. Members of the team are cyber security subject matter experts responsible for incident response and analysis, knowledge sharing, and providing intelligence assessments to senior leaders. The team will conduct ongoing assessments of the incident and complete the Severity Schema. In addition, the CRMG makes recommendations in response to significant cyber-incidents.
- 3.5.1.1 When a cybersecurity incident occurs which affects either state, local, tribal (SLT) systems or public/private critical infrastructure in Wisconsin, the CRMG will convene with DOA as the lead agency. The cybersecurity response effort will be led by the State CISO and DMA Cybersecurity Operations Lead.
- 3.5.1.2 Cybersecurity Incident Severity Level Determination: The State CISO and DMA Cybersecurity Operations Lead assess the severity of reported cybersecurity incidents using the Cyber-Incident Severity Schema. If the incident may affect public safety or continuity of government, the State CISO and DMA Cybersecurity Operations Lead will brief the HSC/CY, which includes the DET Administrator and TAG. TAG and the DET Administrator may adjust the Cybersecurity Threat Level in accordance with Section 3.4.2.
- 3.5.1.3 During cybersecurity incidents that may impact public safety, the CRMG may will expand to include senior level executives that manage and coordinate both a unified command group for cybersecurity incident response and the SEOC manager. The CRMG typically includes members of the HSC/CY, CRT, DOA, and DMA. It may also include senior leaders and personnel from other State Agencies as required.
- 3.5.1.4 The CRMG communicates with the Governor’s office and the HSC-CY. As necessary, TAG may delegate coordination of briefings to the Wisconsin Homeland Security Council to CRMG members as necessary.
- 3.5.2 TAG: TAG is the Governors’ senior state official for cybersecurity matters and coordinates cybersecurity response efforts with CISA and other federal agencies when required. TAG is the state’s primary point-of-contact (POC) for the NCICC. The DET Administrator is the state’s alternate POC for the NCICC. Additional POCs have also been identified to ensure continuous contact with the NCICC.
- 3.5.3 Wisconsin Homeland Security Council Cybersecurity Subcommittee (HSC/CY) – This subcommittee is made up of 10 members from state education, emergency management, elections commission, tribal, and business representation. It is responsible for:



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- Identifying, prioritizing, and mitigating the state's cyber risk
- Developing plans to better identify, respond to, and recover from cyber attacks
- Making cybersecurity recommendations
- Sharing information among stakeholders
- Recommending education and training programs to bolster the cybersecurity workforce

3.5.4 Wisconsin Cyber Strategy and Planning Working Group (WCSPWG) – This working group is comprised of subject matter experts from the public and private sector responsible for advising on preparation, response to, and recovery from large-scale or long-duration cyber incidents impacting Wisconsin's critical infrastructure or other major assets. This working group conducts routine, monthly sessions. They are responsible for continuing broad analysis of existing cyber response plans, risk assessments, and knowledge sharing between and among members. During an incident, members of this group may be included in the CRMG.

3.5.5 Cyber Response Team Program (CRT) - The State of Wisconsin has facilitated the establishment of a CRT. The State CISO and DMA Cybersecurity Operations Lead, as Executive Agents for the CRT, are responsible for training, certification, proficiency standards, and validation criteria. The CRT incorporates FEMA standards for team membership.

3.5.5.1 The team is comprised of cyber experts from the SLT governments, critical infrastructure (public and private) organizations and managed by the DOA and DMA.

3.5.5.2 Table 3-2 outlines the US Department of Homeland Security critical infrastructure sectors and aligns them with State of Wisconsin government agencies. These agencies, along with public/private sector partners, participate in the CRT. They focus most of their efforts on pre-incident planning. The critical infrastructure sectors in bold are referred to as the Lifeline Sectors. These sectors will help to: 1) establish decision points mapped to the lifecycle of an event; and 2) determine the threat level, action plan, and resource allocation from a large-scale or long-duration cyber incident that affects the state.

3.5.6 Wisconsin National Guard (WING) Defensive Cyber Operations Element (DCO-E) - The WING trains and certifies a DCO-E. This team is comprised of approximately 10 Guardsmen that can provide support to mission partner networks in State Active Duty (SAD), under applicable laws and regulatory parameters.

The Wisconsin National Guard also fields three 7-person teams as members of the Wisconsin-Illinois National Guard Cyber Protection Teams (CPT). The teams are able to provide support to civil authorities in accordance with the existing Defense Support of Civil Authorities (DSCA) policy and practice.



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Table 3-2: Agencies Representing the US DHS Critical Infrastructure Sectors

Critical Infrastructure Sector	WI State Agency	Federal
Agriculture and Food	DATCP	USDA/HHS
Financial Services	DFI	Treasury
Chemical	DATCP/DMA	US DHS
Commercial Facilities	DATCP/DMA	US DHS
Communications	DOA/DMA	US DHS
Critical Manufacturing	DATCP	US DHS
Dams	DNR	US DHS
Defense Industrial Base	DATCP/DMA	DOD
Emergency Services	DMA	US DHS
Energy	PSC	Energy
Government Facilities (including elections)	DOA, WEC, DPI	ICE/FPS
Healthcare and Public Health	DHS	HHS
Information Technology	DOA	US DHS
Nuclear Reactors, Materials and Waste	PSC	US DHS
Transportation Systems	DOT	USCG
Water and Wastewater Systems	DNR	EPA

Note: Sectors in **Bold** are key sectors in a cyber incident and include the lifeline sectors.

3.5.7 Whole Community Information Sharing – Cybersecurity incident information is shared using appropriate pathways to protect sensitive information and ensure actionable information reaches appropriate partners.

3.5.7.1 The WSIC, as the state intelligence coordinating and analysis center, shares incident information with affected state level agencies and with US DHS and federal law enforcement. WSIC acts as the clearinghouse and analysis center for cyber-intelligence products in Wisconsin, with input from DOA, private sector cyber-intelligence and defense assets, law enforcement, and other intelligence sources, including the public.

3.5.7.2 DOA and WEM public information officers form a Joint Information Center (JIC) in accordance with Emergency Support Function (ESF)-15 Attachment 1 for sharing incident-related information with the public. The Lead PIO function will be fulfilled by the lead agency in the incident.

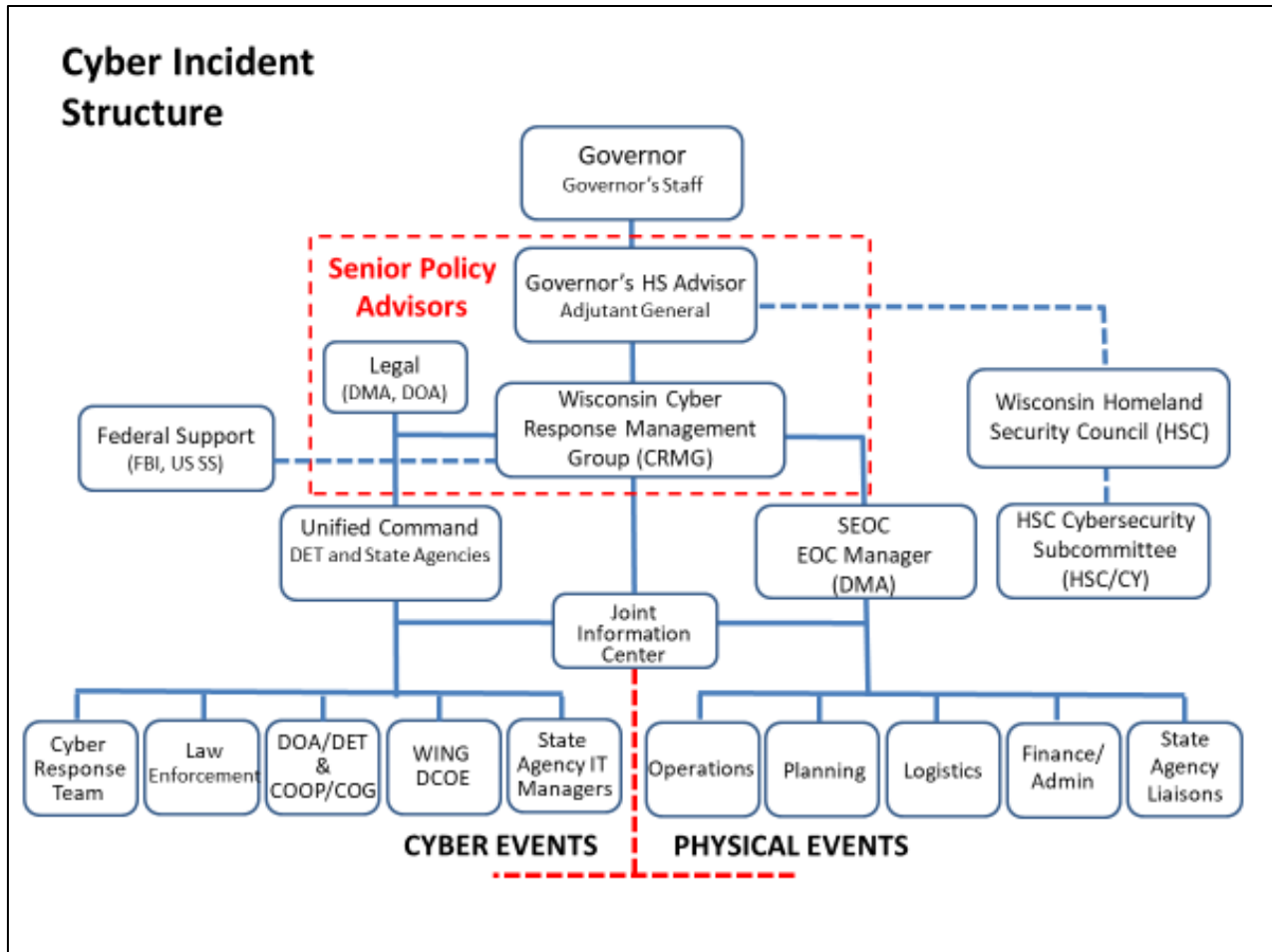
3.5.7.3 Since a cyber-incident may cause significant effects to physical assets, the organizational structure may include resources involved in response to and recovery from those effects. Wisconsin Statutes Chapter 323 tasks local units of government with the responsibility to respond to incidents in their jurisdictions. The SEOC may elevate to coordinate state agency support to local and tribal government in accordance with ESF-5 'Emergency Management' as directed by TAG. The SEOC will share relevant response information with tribal and local units of government so they can maintain situational awareness and scale their own response efforts if needed.



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- 3.5.8 Cybersecurity Information Sharing: Organizations that specialize in cybersecurity incident response utilize a variety of platforms to share sensitive incident information. All stakeholders must ensure information is safeguarded in accordance with applicable laws and agreements. Specific information about platforms utilized to share information by state agencies may be found in the Cyber Response Team Operations Plan.

Figure 3-1: Cybersecurity-Incident Response Structure



- 3.5.9 Incorporating Federal Response Assets – Various federal government entities possess different roles, responsibilities, authorities, and capabilities (Figure 3-2) that can be brought to bear on cyber-incidents. These entities coordinate with state and local governments as well as private-sector entities to generate optimal results.

3.5.9.1 The State's Fusion Centers (Southeastern Wisconsin Threat Analysis Center and WSIC) regularly collaborate with federal law enforcement agencies to share information and, when necessary, respond to cyber-incidents.



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3.5.9.2 All lead coordinating agencies and governmental support agencies included in this plan coordinate with the U.S. Department of Homeland Security and its subordinate agencies, FBI and other federal entities. These agencies often participate in protection, mitigation, and recovery activities with federal partners as well.

3.5.9.3 Requests for federal assistance during a cyber-incident are coordinated through the CRMG, TAG, or the Governor’s Authorized Representative.

Figure 3-2: Coordination of Cyber-Incident Management at Federal Level



3.5.10 Tables 3-3 to 3-9 (on the following pages) shows the Cybersecurity Threat Levels and the involvement of supporting agencies at each level.



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Table 3-3: Cybersecurity Threat Level 0 and Corresponding Command and Control Actions

Cybersecurity Threat Level 0 – Baseline (White)		
<p>Definition: Standard IT defensive measures are in place and active measures such as scanning, patching, and hygiene activities are conducted as a matter of standard operations. Regular or low levels of scanning, probes, etc. activity are occurring. Warnings, alerts, and indicators received and processed as a matter of routine.</p> <p>Resulting affects: No risks are expected. No special events mandating the rise to a higher level.</p> <p>Communications Procedures: Standard day-to-day coordination.</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 0 – Baseline (White)	<ul style="list-style-type: none"> • Not convened at this level. 	Cyber Response Management Group (CRMG)
	<ul style="list-style-type: none"> • Conduct routine, monthly sessions. • Continue broad analysis of existing cyber response plans, risk assessments, and knowledge sharing between and among members. • A portion of a team may conduct training and advise or assist in assessing an agency’s security program. 	Cyber Response Team Program (CRT)
	<ul style="list-style-type: none"> • Provide direction and priorities to the State of Wisconsin IT enterprise; may select special focus on specific malicious threats or request the WCSPWG convene to discuss impacts of the emerging threats. • Continue to provide direction and priorities to the State of Wisconsin IT security enterprise and agency CISOs • Notify appropriate agencies of significant identified vulnerabilities. 	State CISO
	<ul style="list-style-type: none"> • Duty officer (DO) routinely monitors emails and calls. • DO reports any cyber-incident activity to the CRMG, per established Standard Operating Guidelines (SOG). • Log requests for CRT Assistance per established SOG. 	WEM
	<ul style="list-style-type: none"> • Continue broad surveillance of cyber threat spectrum and receive updates or information from deployed WI Cyber Response Team assets. • Explore significant or potential indicators of compromise that may indicate a broadening of the threat and provide analysis of potential future targets. • Notify WEM, WING, and DET of any potential for cybersecurity threat level increase. • Pass requests for CRT assistance to WEM DO. 	WSIC
	<ul style="list-style-type: none"> • Provide regular and recurring updates about homeland security-related events. • Pass requests for CRT assistance to WEM DO. 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Pass requests for CRT assistance to WEM DO. • Convene CRMG as necessary to assess and respond to reported cybersecurity incidents. 	DMA Cybersecurity Operations



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Table 3-4: Cybersecurity Threat Level 1 and Corresponding Command and Control Actions

Cybersecurity Threat Level 1 – Baseline-Minor (Blue)		
<p>Definition: An unsubstantiated event/malicious activity with an unknown impact that is occurring or has occurred. The incident is highly unlikely to affect public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. The potential for impact, however, exists and warrants additional scrutiny.</p> <p>Resulting effects: Unknown to minimal risks are expected. Minor special events mandating the rise to a higher level.</p> <ul style="list-style-type: none"> • Unknown to minor changes to normal activity occurred or are occurring. • Warnings, alerts, and indicators received. • Services impacted by slow down or unresponsiveness • Potential malware compromise of a non-critical system, but no further noticed action occurred. <p>Communications Procedures: An affected entity, county EM, or WEM Regional Director notifies the WEM DO or respective agency intake officer. The intake officer or WEM DO will notify DMA Cybersecurity Operations and provide affected entity’s callback information. DMA Cybersecurity Operations will notify appropriate CRMG personnel and the CRMG will contact the affected entity to assess incident severity and determine initial response actions. If email is down, alternate means will be used to notify the appropriate personnel. All communications procedures follow established protocols on existing systems</p> <p>Note: All Level 0 procedures are continued at Level 1. Items listed below are additional activities relevant to Cybersecurity Threat Level 1 (Baseline-Minor)</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 1 –Baseline-Minor (Blue)	<ul style="list-style-type: none"> • Convene to assess incident severity and determine initial response. • Contact affected entity to remediate. 	CRMG
	<ul style="list-style-type: none"> • Continue all Level 0 activities. • CRT Lead may direct the deployment of a WI Cyber Response Team to the affected entity. • A portion of a team may activate to conduct initial liaison to investigate an incident. • Assist affected entities with remediation of cybersecurity incidents. • Pass forensic evidence to WI DOJ. If there is any criminal activity suspected, notification of WSIC is mandatory. 	CRT
	<ul style="list-style-type: none"> • Continue all Level 0 activities. • Notify Multi-State Information Sharing and Analysis Center (MS-ISAC) of the event. • Update National Cybersecurity and Communications Integration Center (US NCCIC) status map. 	State CISO
	<ul style="list-style-type: none"> • Continue all Level 0 activities. • May notify WEM regional directors and affected tribal or county emergency managers if appropriate. 	WEM
	<ul style="list-style-type: none"> • Continue all Level 0 activities. • Participate in CRMG calls as necessary. • Pass relevant information about the incident to mission 	WSIC



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	partners as applicable (example: indicators of compromise).	
	<ul style="list-style-type: none">• Continue all Level 0 activities.• Monitor deployment of WI Cyber Response Team assets in state.	DMA/WI-JOC
	<ul style="list-style-type: none">• Continue all Level 0 activities.• Work with CISO to determine appropriate response to the cybersecurity incident (technical assistance, monitor, remediation, etc.)• Convene CRMG.• May assist CRT for LNO duties or initial outreach.• DCO-E may provide support to mission partner networks.	DMA Cybersecurity Operations



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Table 3-5: Cybersecurity Threat Level 2 and Corresponding Command and Control Actions

Cybersecurity Threat Level 2 – Low (Green)		
<p>Definition: A substantiated event/malicious activity with minor impact that is occurring or has occurred. The event is unlikely to affect public health or safety, economic security, or civil liberties. Affected entities can manage the event with possible consulting/advising by supporting agencies and that agency is capable of remediation. Limited contact with Liaison Officers or deployment of response assets to networks or systems suspected of having been successfully targeted or exploited may occur.</p> <p>Resulting Effects:</p> <ul style="list-style-type: none"> • Minor changes to normal activity occurred or are occurring – vulnerability is being exploited with limited affect. • Credible warnings, alerts, and indicators received. • Malware compromised a non-critical system, but no further action occurred. • A limited scope/duration denial of service attack occurred with minor impact. <p>Communication Procedures: Level 2 communications procedures are nearly identical to previous levels, however, CRTs and CRMG personnel may utilize additional communication methods to pass sensitive information, files, logs, etc. to appropriate parties. For more information, see the Cyber Response Team Operational Plan.</p> <p>Note: All Level 0 and Level 1 procedures are continued at Level 2. Items listed below are additional activities relevant to Cybersecurity Threat Level 2 (Low)</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 2 – Low (Green)	<ul style="list-style-type: none"> • Continue activities from previous levels. • May support the affected entity directly or through technical assistance if requested. • May request additional personnel to participate in the CRMG. 	CRMG
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	CRT
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Assess potential impacts to State of Wisconsin IT enterprise. 	State CISO
	<ul style="list-style-type: none"> • Continue activities from previous levels. • WEM DO: Pass any additional information received regarding the incident in subsequent reporting to DMA Cybersecurity Operations. 	WEM
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	WSIC
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Track for potential future inclusion in the WI User Defined Operating Picture (UDOP). 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA Cybersecurity Operations



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Table 3-6: Cybersecurity Threat Level 3 and Corresponding Command and Control Actions

Cybersecurity Threat Level 3 – Medium (Yellow)		
<p>Definition: Event may affect public health or safety, economic security, and civil liberties. Agencies have identified malicious activity with a minimal level of damage to information systems or disruption across one or more agencies. One to three days are required for recovery actions and systems may need to be taken offline for this period.</p> <p>Resulting Effects:</p> <ul style="list-style-type: none"> • Exploit conducted with moderate level of success. • Compromise of secure system(s). • Data spillage/Doxing. • Attackers appear to have gained administrative privileges. • A virus or worm is spreading quickly through public and/or private networks. • Distributed Denial of Service (DDOS) attack with long lasting effects. <p>Communications Procedures: Conference calls and email remain the primary communications tools. RAVE alerts are used to convene the Cyber Response Management Group, including senior leadership (TAG, DET Administrator, WEM Administrator, WSIC Special Agent in Charge, etc.) An operational rhythm of regular calls or briefings is established to maintain situational awareness during the incident. A WebEOC site may be opened depending on the nature of the incident. Alternative secure communications platforms may be used to pass sensitive information.</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 3 – Medium (Yellow)	<ul style="list-style-type: none"> • Determine whether an emergency declaration is necessary. • May direct the deployment of appropriate state assets to support the affected entity. 	TAG
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Convenes immediately via conference call to discuss incident response, information gaps, etc. • Determine if virtual or physical meeting are most feasible. 	CRMG
	<ul style="list-style-type: none"> • Continue activities from previous levels. • All team members are alerted and may activate to conduct initial liaison to investigate a threat in a government or private sector entity. 	CRT
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Ensure agency CISOs successfully complete remediation activities if needed. 	State CISO
	<ul style="list-style-type: none"> • Continue activities from previous levels. • May activate SEOC and sustain level of activation commensurate with level of physical effects and disruption. • WEM DO continue activities from previous levels • May create an incident site in Web EOC to document the lifecycle of the incident. • The DO (or SEOC staff) receives and monitors potential deployments of WI Cyber Response Team assets. 	WEM



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	<ul style="list-style-type: none"> • Prepares to support affected agency with COOP efforts, if needed. • May convene the Business EOC to assist with response to any physical impacts and/or share information. • May notify FEMA Region 5 Regional Response Coordinating Center. • May establish common operating picture for consequence management. 	
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Notify state partner agencies per SOP. 	WSIC
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Plan mission support package in line with expected needs to remedy the situation. 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Establish CRMG conference call with appropriate members via RAVE Alert. 	DMA Cybersecurity Operations



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Table 3-7: Cybersecurity Threat Level 4 and Corresponding Command and Control Actions

Cybersecurity Threat Level 4 – High (Orange)		
<p>Definition: Likely to result in demonstrable impact to public health and safety, economic security or civil liberties of WI citizens and business. Malicious activity is identified with a moderate level of damage or disruption. Physical effects of disruption to critical infrastructure or lifeline sectors. Escalation to Level 4 is likely if cyber-incident effects manifest in physical effects with any critical infrastructure sector.</p> <p>Resulting Effects:</p> <ul style="list-style-type: none"> • Malicious activity results in widespread outages or complete network failures. • Data exposure with severe or highly sensitive impact. • Significantly destructive compromises to systems or disruptive activity with no known remedy. • Mission critical application failures with imminent impact on the health, safety, or economic security of the state. • Compromise or loss of administrative controls of critical system(s). • Loss of critical supervisory control and data acquisition (SCADA) systems. <p>Communications Procedures: Communications at Level 4 are identical to those used at Level 3.</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 4 – High (Orange)	<ul style="list-style-type: none"> • Continue activities from previous levels. • Meet to ascertain boundaries of the event and proscribe immediate actions based on size and scope. 	CRMG
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	CRT
	<ul style="list-style-type: none"> • Continue activities from previous levels. • May direct an LNO to report to the SEOC. • Determine whether to initiate COOP measures for DET. 	State CISO
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Creates a Web EOC incident site to document the incident lifecycle. • May request an LNO from CRT and/or WSIC to report to the SEOC. • Establish common operating picture for consequence management. 	WEM
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	WSIC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Begin assessment of sustained prolonged operations. 	DMA Cybersecurity Operations



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Table 3-8: Cybersecurity Threat Level 5 and Corresponding Command and Control Actions

Cybersecurity Threat Level 5 – Severe (Red)		
<p>Definition: An event likely to result in a significant impact to public health or safety, economic security, or civil liberties of WI citizens. Malicious activity is identified with a severe level of damage or disruption. Physical effects of disruption to critical infrastructure or lifeline sectors occur.</p> <p>Resulting affects:</p> <ul style="list-style-type: none"> • Malicious activity results in widespread outages or complete network failures. • Data exposure with severe or highly sensitive impact. • Significantly destructive compromises to systems, or disruptive activity with no known remedy. • Mission critical application failures with imminent impact on the health, safety, or economic security of the state. • Compromise or loss of administrative controls of critical system(s). • Loss of critical supervisory control and data acquisition (SCADA) system(s). <p>Communications Procedures: Conference calls and email remain the primary communications tools (If available). RAVE alerts are used to convene the CRMG. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident. A WebEOC site will be opened to share consequence management information and process resource requests. Alternate communication methods, i.e., satellite phones, cell phones, and radios, will be used if internet systems are unavailable or untrusted. Alternative secure communications platforms may be used to pass sensitive information.</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 5 – Severe (Red)	<ul style="list-style-type: none"> • Continue activities from previous levels. • Determine necessity of future meetings or recurrence of meetings. 	CRMG
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	CRT
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Will direct an LNO to serve as part of the SEOC. 	State CISO
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Maintain level of SEOC activation commensurate with level of physical effects and disruption. 	WEM
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	WSIC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA Cybersecurity Operations



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Table 3-9: Cybersecurity Threat Level 6 and Corresponding Command and Control Actions

Cybersecurity Threat Level 6 – Emergency (Black)		
<p>Definition: An event likely to result in a significant impact to public health or safety, economic security, or civil liberties of WI citizens. Malicious activity is identified with a catastrophic level of damage or disruption. Widespread physical effects of disruption to critical infrastructure or lifeline sectors occur.</p> <p>Resulting affects:</p> <ul style="list-style-type: none"> • Malicious activity results in widespread outages or complete network failures. • Data exposure with severe or highly sensitive impact. • Significantly destructive compromises to systems, or disruptive activity with no known remedy. • Mission critical application failures with imminent impact on the health, safety, or economic security of the state. • Compromise or loss of administrative controls of critical system. • Loss of critical supervisory control and data acquisition (SCADA) systems. <p>Communications Procedures: Conference calls and email remain the primary communications tools (If available). RAVE alerts are used to convene the CRMG. An operational rhythm of regular calls or briefings is established to maintain situational awareness during the course of the incident. A WebEOC site will be opened to share consequence management information and process resource requests. A HSIN connect site may also be established to share sensitive information. Alternate communication methods, i.e., satellite phones, cell phones, and radios, will be used if internet systems are unavailable or untrusted.</p>		
Phase	Action Item	Agency
Cybersecurity Threat Level 6 – Emergency (Black)	<ul style="list-style-type: none"> • Continue activities from previous levels. • Meet on a recurring basis to provide input to the CRMG based on the event/incident. 	CRMG
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	CRT
	<ul style="list-style-type: none"> • Continue activities from previous levels. • Act as LNO to NCCIC to coordinate national response. 	State CISO
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	WEM
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	WSIC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA/WI-JOC
	<ul style="list-style-type: none"> • Continue activities from previous levels. 	DMA Cybersecurity Operations



3.6 Communications

- 3.6.1 Prompt notification of key personnel in a cyber-threat or incident is critical. Each agency with a role in a cyber-incident response shall identify key personnel and a means to rapidly alert them.
- 3.6.2 A cyber-incident may rapidly spread across public and private sector networks spanning geographic and political jurisdictional boundaries. Significant cyber-incidents may quickly require state or national coordinated response actions.
- 3.6.3 Decision-makers must have reliable and readily available communications resources to coordinate a cyber-incident response. ESF-2 *Communications* addresses emergency communications, and a list of communications resources is maintained by DMA/WEM.
- 3.6.4 All communications during any cyber-incident will be sent through designated channels and personnel.
- 3.6.5 Backup Communications: Many communications modes are dependent on the cyberspace environment and may be subject to disruption in a cyber-incident. The WEM Communications Office can provide information on alternative communication resources.

In the event of degraded communications, intermittent or untrustworthy communications, severe communications disruption, or lack of contingency communications, the SEOC functions as the primary operations center for directing physical recovery efforts and hosting the CRMG. The Femrite Data Center serves as a secondary option for coordinating a response to a cyber incident. An alternate site for the SEOC is Camp Williams at Volk Field, Wisconsin. The alternate site is designated for exceptional circumstances wherein the state or nation is under widespread emergency conditions and the Madison metro area must be evacuated.

- 3.6.5.1 When required or as mandated by an authorized agent or body, WISCOM may serve as the primary out-of-band communications between affected cyber nodes, key cyber facilities, and command post locations. The talk group would be determined at the time of the incident. The SEOC serves as the net control station. Repositioning of mobile or deployable communications may be initiated to provide needed emergency communications for response actions.
- 3.6.6 Key Information Systems: Regardless of the level of the incident, gaining and maintaining situational awareness, especially for senior state leaders is vital. Additional key information systems or platforms that assist coordination and response include:
 - 3.6.6.1 WEM's Emergency Management Software System: Regardless of the event escalation and its resulting effects, WI maintains awareness through WEM's emergency management portal - WebEOC. During a cyber incident, WebEOC will be used to process resource requests, develop a common operating picture, and handle consequence management.



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3.6.6.2 The Department of Homeland Security's National Cybersecurity and Communications Integration Center (NCCIC) uses an integrated system-of-systems that delivers a range of capabilities, including intrusion detection, analytics, intrusion prevention, and information sharing. This system, Communications and Cyber Common Operating Picture (DHS CCOP) (UNCLASSIFIED and CLASSIFIED), is a new and maturing capability. For the state, the JOC has primary responsibility to monitor the CCOP and use its data to inform leadership and the CRMG of developing cyber-incidents. The JOC is the primary contributor for the state with events WI will submit to the CCOP, upon leadership clearance.

- (1) Events submitted to the CCOP face a further review at the national level. While all reported events are tracked, all may not be reflected back onto the CCOP (this is at the discretion of the DIR NCCIC). Events are added to the DHS CCOP at all levels of the incident, however, in the first two levels, the affected entity determines whether the event is posted to the CCOP. When events in WI reach levels 3-6, event listing is mandatory.

3.6.7 Public Answering Centers: Answering centers (9-1-1 Call Centers), in addition to social media, often facilitate the first reports of physical effects of cyber incidents on our citizens and businesses.

3.6.7.1 Each call center is responsible to develop and maintain its own policies on reporting cyber-incidents. These policies should, however, include notification to the Cyber Watch and Warning Organizations listed in Section 3.1.

3.7 Other Agency Plans and Documents

- 3.7.1 National Cyber Incident Response Plan, December 2016
- 3.7.2 Presidential Policy Directive/PPD-41 – United States Cyber Incident Coordination
- 3.7.3 WI Cyber Disruption Response Strategy, October 30, 2015.
- 3.7.4 Framework of Improving Critical Infrastructure Cybersecurity, Version 1.1, National Institute of Standards and Technology. April 16, 2018.
- 3.7.5 Army National Guard, Defensive Cyberspace Operations Element Concept of Operations (CONOP), July 2019.
- 3.7.6 Wisconsin Cyber Strategy and Planning Working Group Charter, January 2016.
- 3.7.7 Cybersecurity Subcommittee Approval, June 2021.
- 3.7.8 Cybersecurity Subcommittee Charter, June 2021.
- 3.7.9 Cyber Response Team Operational Plan.



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Table 3-10: Record of Changes

#	Date	Agency/Individual	Change
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Figure 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs (DMA) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Public Service Commission (PSC) Wisconsin State Climatology Office
Federal ESF Coordinating Agencies	Drought Monitor Project National Drought Mitigation Center National Oceanic and Atmospheric Administration (NOAA) National Weather Service (NWS) U.S. Army Corps of Engineers (USACE) U.S. Coast Guard (USCG) U.S. Department of Agriculture (USDA) U.S. Department of Commerce (US DOC) U.S. Department of the Interior (DOI)

1. Introduction

1.1. Purpose

1.1.1. Wisconsin is subject to droughts, which can cause severe, even catastrophic, damage. A prolonged or extreme drought can impact:

- 1.1.1.1 Wisconsin’s economy by reducing industrial, commercial, and agricultural productivity.
- 1.1.1.2 Quality of life by the direct effects of reduction of available water resources and by the indirect effects of loss of jobs, livestock, and crops.

1.1.2. This annex:

- 1.1.2.1 Provides perspective and guidance to state agencies in drought recognition and response.
- 1.1.2.2 Proposes state agency actions that can minimize environmental damage, economic losses, domestic hardships, and other drought related impacts on the state.

1.2. Scope

A drought can be described as a prolonged period of abnormally dry weather where diminished precipitation causes serious hydrologic imbalance. Drought severity depends on the degree and duration of precipitation deficiency and the size of the affected area. A drought is a progressive



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and potentially unrecognized incident until it has reached a moderate to severe level. This annex:

- 1.2.1. Identifies indices of drought conditions and classifies drought levels.
- 1.2.2. Defines trigger points for activating this annex based upon the level of drought conditions.

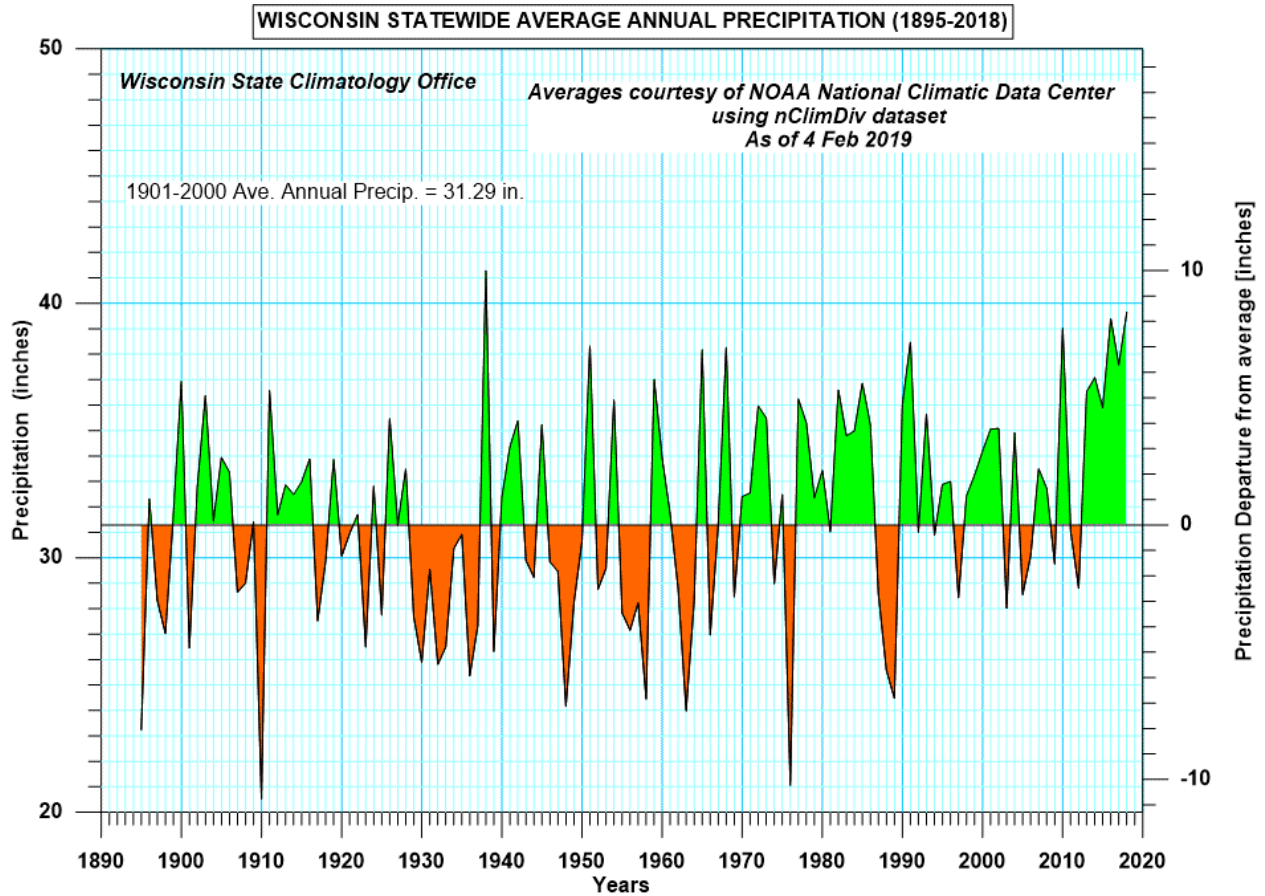
2. Planning Assumptions

- 2.1.1. A drought can occur at any location and may be difficult to recognize in its early stages.
- 2.1.2. Short-term drought conditions typically last for six months or less. Long-term droughts persist for more than six months, possibly lasting for years.
- 2.1.3. Effective drought response depends on timely drought recognition.
- 2.1.4. State level response to a drought incident will be consistent with the National Incident Management System (NIMS) and the Wisconsin Emergency Response Plan (WERP).
- 2.1.5. The following graph depicts statewide average annual precipitation from 1895 to 2018. Green areas on the graph identify those years with above average precipitation and red areas identify those years with below average precipitation.



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Figure 2-1: Wisconsin Statewide Average Annual Precipitation (1895-2018)

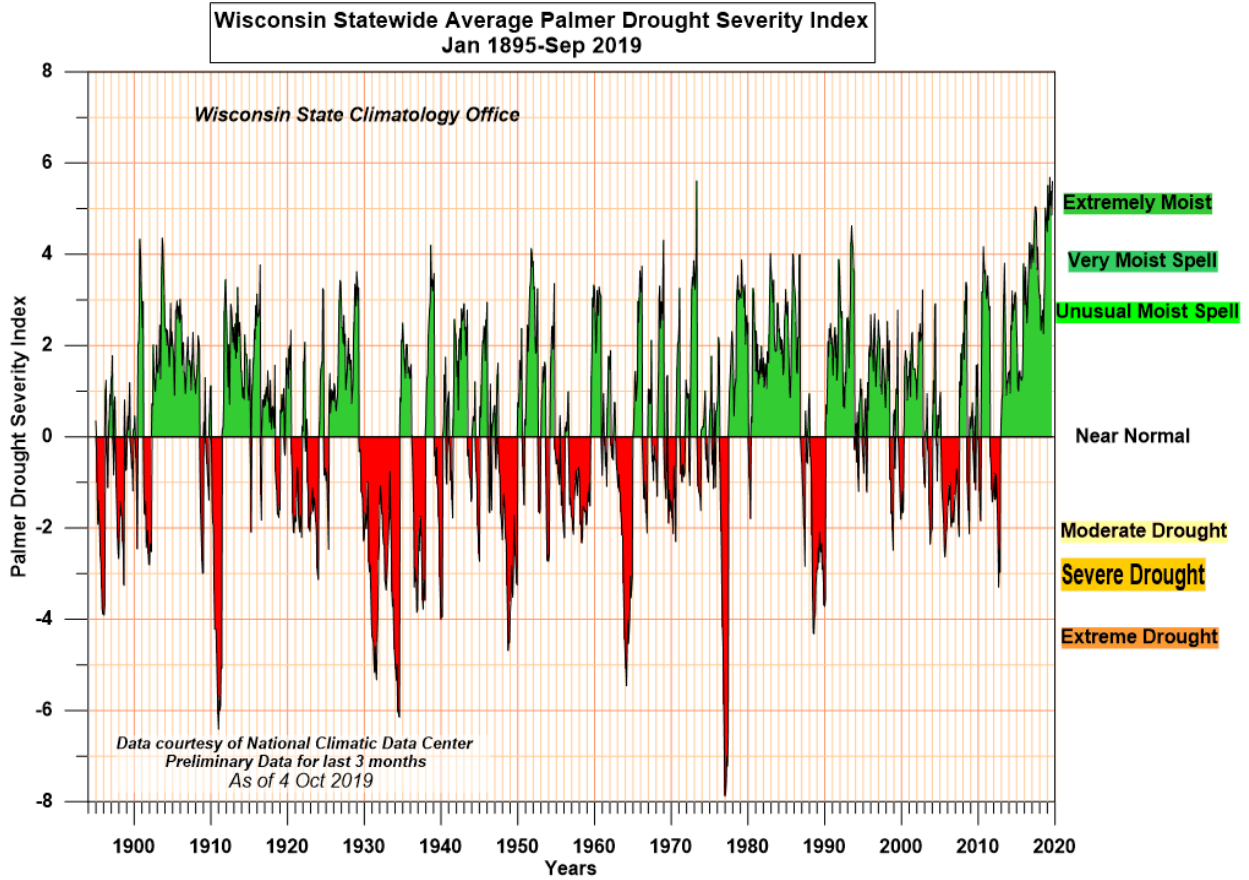


Source: [Wisconsin State Climatology Office](#)



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Figure 2-2: Wisconsin Statewide Average Palmer Drought Severity Index (1895-2019)

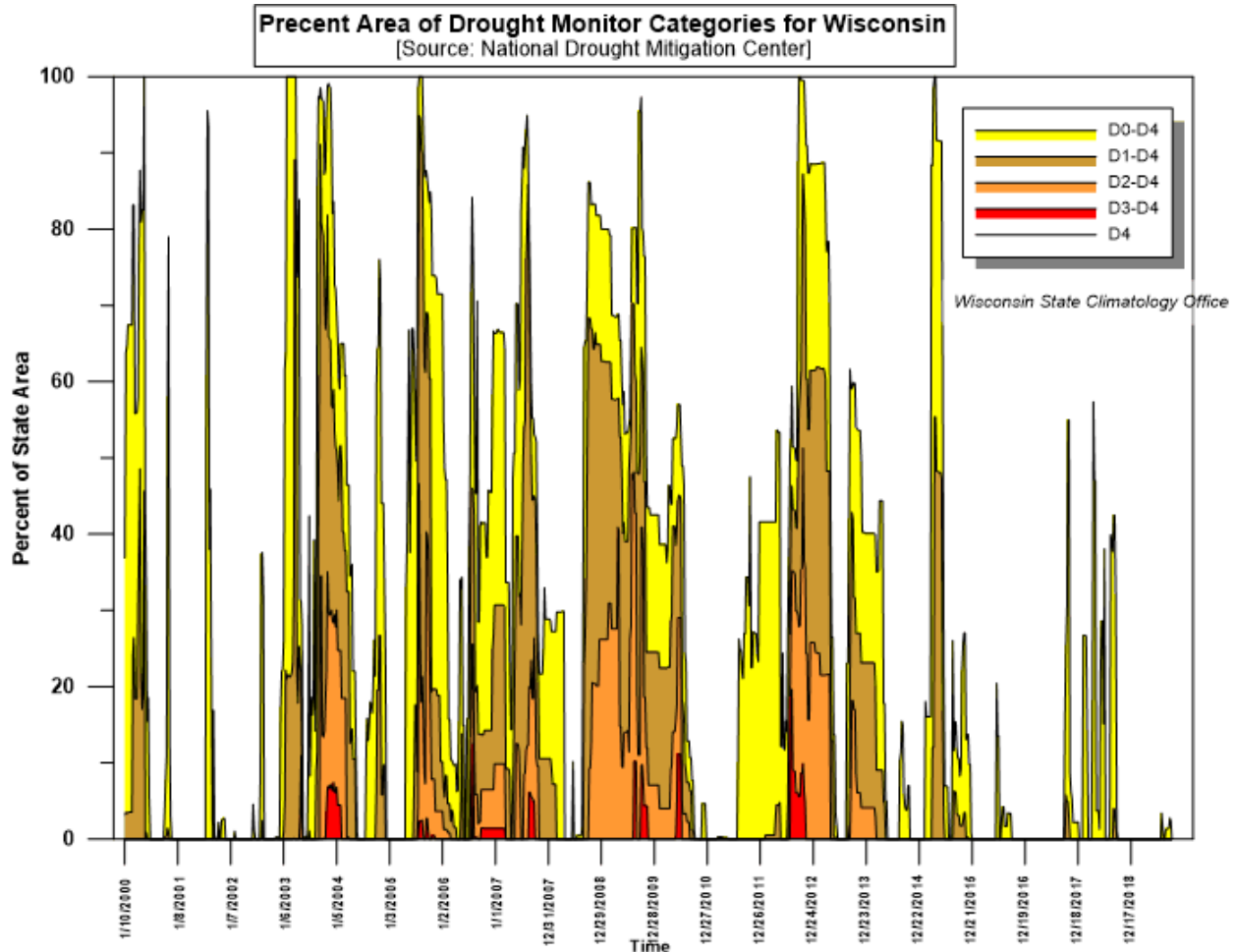


Source: [Wisconsin State Climatology Office](#)



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Figure 2-3: Percent Area of Drought Monitor Categories for Wisconsin



Source: [Wisconsin State Climatology Office](#)

- 2.1.6. Drought conditions cause many adverse effects on the state including, but not limited to:
- 2.1.6.1 Agriculture, agriculture-based business, recreation, and the tourist industry
 - 2.1.6.2 Upward pressure on retail food prices due to shortages of vegetables, dairy products, meat, and other foodstuffs
 - 2.1.6.3 Increased possibility of rapidly spreading wildland fires due to reduced soil and vegetation moisture levels
 - 2.1.6.4 Water shortages that may result in voluntary or mandatory limitations on water use
 - 2.1.6.5 Reduced availability of drinking water
 - 2.1.6.6 Reductions in river, lake, and stream levels and flows causing harm to water-dependent natural resources



3. Concept of Operations

3.1. U.S. Drought Monitor Classification Scheme

The U.S. Drought Monitor is produced through a partnership between the National Drought Mitigation Center at the University of Nebraska-Lincoln, the United States Department of Agriculture, and the National Oceanic and Atmospheric Administration. The U.S. Drought Monitor uses the following Drought Severity Classification:

3.1.1. Category D0

3.1.1.1 Description: Abnormally Dry

3.1.1.2 Possible Impacts:

(1) Going into a drought

(A) Short-term dryness slowing planting, growth of crops or pastures

(2) Coming out of a drought

(A) Some lingering water deficits

(B) Pastures or crops not fully recovered

3.1.2. Category D1

3.1.2.1 Description: Moderate Drought

3.1.2.2 Possible Impacts:

(1) Some damage to crops, pastures

(2) Streams, reservoirs, or wells low, some water shortages developing or imminent

(3) Voluntary water use restrictions requested

3.1.3. Category D2

3.1.3.1 Description: Severe Drought

3.1.3.2 Possible Impacts:

(1) Crop or pasture losses likely

(2) Water shortages common

(3) Water restrictions imposed

3.1.4. Category D3

3.1.4.1 Description: Extreme Drought

3.1.4.2 Possible Impacts:



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- (1) Major crop or pasture losses
- (2) Widespread water shortages or restrictions

3.1.5. Category D4

3.1.5.1 Description: Exceptional Drought

3.1.5.2 Possible Impacts:

- (1) Exceptional and widespread crop or pasture losses
- (2) Shortages of water in reservoirs, streams, and wells creating water emergencies

3.1.5.3 Additional Drought Severity Classification information is included in Attachment 1.

3.2. Mobilization Triggers

This non-inclusive list demonstrates some of the triggers for activating this annex:

- 3.2.1. The governor, individually or in consultation with the adjutant general and WEM administrator, determines that conditions in the state warrant activation.
- 3.2.2. WEM, in consultation with the Drought Taskforce, determines that a significant portion of the state is Category D0 (Abnormally Dry) or Category D1 (Moderate Drought) condition.
- 3.2.3. WEM, in consultation with the Drought Taskforce, determines that any portion of the state is in a Category D2 (Severe Drought) or Category D3 (Extreme Drought) condition.

3.3. Drought Taskforce

3.3.1. Activation

Activation of the Drought Taskforce may occur in response to, or in anticipation of, drought conditions that may necessitate state support or assistance.

3.3.2. Composition

The taskforce is anticipated to include, but is not limited to, representatives from:

- 3.3.2.1 The Governor's Office
- 3.3.2.2 WI DHS
- 3.3.2.3 DNR
- 3.3.2.4 DATCP
- 3.3.2.5 WisDOT
- 3.3.2.6 DMA



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3.3.2.7 WEM

3.3.2.8 PSC

3.3.2.9 DOA

3.3.2.10 Wisconsin State Climatology Office

3.3.3. Activities

3.3.3.1 Meets on a regular basis

3.3.3.2 Submits weekly reports to the governor for his/her situational awareness and action

3.3.3.3 Serves as the technical advisory body for state and local decision makers

3.3.3.4 Develops, with the advice of focus area subgroups, short- and long-term drought response recommendations for protection of the public

3.3.3.5 May provide, with the advice of focus area subgroups, specific information on:

- (1) Drought trends
- (2) Establishing water use priorities
- (3) Recommendations to local water utilities for creating or updating water shortage plans
- (4) Water availability including observed and expected precipitation, stream flow, reservoirs, and groundwater levels
- (5) Dry or impacted wells and other groundwater supply sources
- (6) Recommendations relating to proposed state actions
- (7) Potential impacts on Wisconsin's agriculture, economy, and environment
- (8) Impacts to navigable waterways including Great Lakes ports and the Mississippi River
- (9) Improvements to the capability to provide accurate and timely assessments of water availability or agricultural deficiencies
- (10) Recommendations to the governor and other partners concerning state level responses

3.3.4. Focus area subgroups

In addition to the Drought Taskforce, additional subgroups, when created, provide input on various focus areas including, but not limited to:

3.3.4.1 Agriculture

3.3.4.2 Wildfire



- 3.3.4.3 Fish and wildlife
- 3.3.4.4 Recreation and tourism
- 3.3.4.5 Public water supplies
- 3.3.4.6 Economic impacts

3.4. Annex Activities

The WERP Basic Plan defines standardized tasks that constitute the prevention, protection, mitigation, response, and responsibilities of any agency that serves a role in emergency management. This section defines activities unique to this annex, intended for use in conjunction with the common tasks outlined in the Basic Plan.

- 3.4.1. As drought conditions deepen, decisions on reducing water consumption may become necessary.
 - 3.4.1.1 Numerous factors influence these decisions including location and other factors specific to the incident at hand.
 - 3.4.1.2 The following prioritized, non-inclusive list of water uses is for guidance purposes only:
 - (1) Human health
 - (2) Firefighting
 - (3) Livestock watering
 - (4) Crop irrigation
 - (5) Industrial and commercial process uses
 - (6) Hydroelectric production
 - (7) Recreational uses (i.e., water parks, golf course irrigation)
 - (8) Quality of life use (landscape watering, car washing)
- 3.4.2. Other measures to mitigate drought conditions may include adjustments to commercial, industrial, and municipal effluent discharged into lakes, rivers, and streams.

Table 3-1: Annex Activities for Drought Category D0

Phase	Action Item	Agency
Category D0 (Abnormally Dry)	<ul style="list-style-type: none"> ▪ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions. ▪ Ensure online preparedness information is available and accessible to all audiences. 	WI DHS DMA/WEM
	<ul style="list-style-type: none"> ▪ Monitor precipitation, temperature, and soil dryness trends and report abnormalities to WEM. 	NWS WI State Climatology Office



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Phase	Action Item	Agency
	<ul style="list-style-type: none"> Promote water conservation with public water utilities and all consumers. If necessary, evaluate quantity and quality of new public water sources. 	DNR PSC
	<ul style="list-style-type: none"> Monitor public water supplies currently identified as vulnerable. Notify WEM of significant identified vulnerabilities. 	DNR Local Water Utilities

Table 3-2: Annex Activities for Drought Category D1

Phase	Action Item	Agency	
Category D1 (Moderate)	<ul style="list-style-type: none"> Monitor for increases in diseases, including West Nile Virus, related to drought. Monitor for increases in nuisance animals invading populated areas seeking water from decorative water features, swimming pools, etc. 	WI DHS	
	<ul style="list-style-type: none"> Monitor and report on current and forecast precipitation, temperature, and soil dryness conditions and trends. 	NWS WI Climatology Office	
	<ul style="list-style-type: none"> Recommend that public water utilities request their customers conserve water by curtailing non-critical uses such as landscape watering, vehicle washing, and similar uses. Monitor for changes in private and public well water quality due to reductions in the water table. Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits. Monitor for changes in private and public well water quality due to reductions in the water table. Identify and evaluate the quantity and quality of new sources for public water if problems exist. Initiate the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18. Initiate the emergency high capacity well review process with priority set in the following order: <ul style="list-style-type: none"> Human health Animal health Crop irrigation 	DNR PSC	
	<ul style="list-style-type: none"> Monitor public water supplies currently identified as vulnerable. Notify WEM of significant vulnerabilities identified. Implement emergency response plans, as necessary. 	DNR Local Water Utilities	
	<ul style="list-style-type: none"> If activated, provide current information on drought related topics to the governor's office. 	Drought Taskforce	
	<ul style="list-style-type: none"> Consider activating the Drought Taskforce to monitor drought conditions more closely. Establish an incident site on WebEOC to provide enhanced situational awareness for all involved agencies, counties, tribes, municipalities, NGOs, and private sector partners. 	DMA/WEM	
	Public Information Officer (PIO)		



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Phase	Action Item	Agency
	<ul style="list-style-type: none"> ▪ Conduct public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Consider issuing drought alerts to heighten public situational awareness of the current situation. 	

Table 3-3: Annex Activities for Drought Categories D2 and D3

Phase	Action Items	Agency
Severe or Extreme Drought, Category D2 & D3	<ul style="list-style-type: none"> ▪ Monitor the safety of: <ul style="list-style-type: none"> ○ The food supply for humans ○ Animal feed supplies ▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers. 	DATCP
	<ul style="list-style-type: none"> ▪ In coordination with the WEM PIO: <ul style="list-style-type: none"> ○ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions. ○ Ensure online preparedness information is available and accessible to all audiences. ▪ Monitor and report on increases in diseases, including vector-borne diseases related to drought and severe weather, such as West Nile virus. ▪ Track and report on surface water harmful algae blooms and other surface water degradations that can directly affect human health. ▪ Monitor for changes in private and public well water quality due to reductions in the water table. ▪ Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits. ▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers. ▪ Provide information on public health issues relating to: <ul style="list-style-type: none"> ○ Coordination of drought response activities with key public health stakeholders and partners. ○ Monitoring and assessments of drought-related public health impacts, including: <ul style="list-style-type: none"> ▪ <i>Mental and behavioral health impacts.</i> ▪ <i>Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities).</i> ○ Public health implications of compromised quality in surface water and potable drinking water. <ul style="list-style-type: none"> ▪ <i>Public health implications of compromised quality in groundwater quality and private drinking water wells.</i> 	WI DHS
	<ul style="list-style-type: none"> ▪ Monitor and report current and forecast precipitation, temperature, and soil dryness conditions and trends to WEM. 	NWS WI State Climatology Office



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Phase	Action Items	Agency
Severe or Extreme Drought, Category D2 & D3	<ul style="list-style-type: none"> ▪ Communicate with local public water utilities to: <ul style="list-style-type: none"> ○ Gather information on the status of their system supply and demand. ○ Encourage utilities to review and revalidate drought emergency contingency plans. ▪ Recommend that public water utilities request that customers conserve water by curtailing non-critical uses. ▪ Help identify and evaluate the quantity and quality of new sources of public water, if problems exist. ▪ Be available to assist public water utilities with implementation of emergency response plans. ▪ Initiate or continue the emergency process for temporary withdrawals from waterways allowed in Wisconsin Statutes §30.18. ▪ Initiate or continue the emergency high capacity well review process with priority set in the following order: <ul style="list-style-type: none"> ○ Human health ○ Animal health ○ Crop irrigation ▪ Provide current information to local public water utilities regarding the status of groundwater and public drinking water aquifers. 	DNR PSC
	<ul style="list-style-type: none"> ▪ Monitor public water supplies currently identified as vulnerable. ▪ Notify WEM of significant vulnerabilities identified. ▪ Implement water utility emergency response plans, as necessary. 	DNR Local Water Utilities
	<ul style="list-style-type: none"> ▪ Provide current information on drought related topics to WEM. 	Drought Taskforce
	<ul style="list-style-type: none"> ▪ If activated, provide comprehensive information relating to their target subject area. 	Focus Area Subgroups



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Phase	Action Items	Agency
Severe or Extreme Drought, Category D2 & D3	<ul style="list-style-type: none"> ▪ Activate the Drought Taskforce, if not already activated. ▪ Consider activating subgroups to study target areas of the drought. ▪ Establish an incident site on WebEOC to enhance situational awareness for all involved agencies, counties, tribes, municipalities, non-government organizations, and private sector partners. ▪ Monitor water shortage conditions throughout the affected area. Be prepared to provide emergency water supplies, when and where necessary. ▪ Locate supplies of pumps, pipes, and other hardware to move large volumes of water for critical uses, if necessary. <p>Legal Counsel</p> <ul style="list-style-type: none"> ▪ Research statutes relating to public water supplies and shortages. Develop legal and legislative strategies for possible implementation, if needed. ▪ Prepare sample ordinances relating to water conservation to share with local jurisdictions. <p>PIO</p> <ul style="list-style-type: none"> ▪ Continue public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Consider issuing ‘drought alerts’ to heighten public situational awareness of the current situation. ▪ Adjutant General should consider recommending that the governor declare a state of emergency in areas of the state affected by the drought including recommended drought mediation measures. 	DMA/WEM
	<ul style="list-style-type: none"> ▪ Facilitate utility construction or emergency interconnections to alleviate water shortages per PSC 184. 	PSC

Table 3-4: Annex Activities for Drought Categories D4

Phase	Action Items	Agency
Exceptional Drought Category D4	<ul style="list-style-type: none"> ▪ Monitor and report current and forecast precipitation, temperature, and soil dryness conditions and trends to WEM. 	NWS Wisconsin State Climatology Office



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Phase	Action Items	Agency
	<ul style="list-style-type: none"> ▪ Communicate with local public water utilities to update information on the status of their system supply and demand. ▪ Recommend that public water utilities request their customers conserve water by curtailing non-critical uses. ▪ Identify and evaluate the quantity and quality of new sources for public water, if problems exist. ▪ Assist public water utilities with implementation of emergency response plans, as requested. ▪ Continue the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18. ▪ Continue the emergency high capacity well review process with priority set in the following order: <ul style="list-style-type: none"> ○ Human Health ○ Animal Health ○ Crop irrigation ▪ Take such measures that allow farmers to harvest hay from or allow their livestock to feed on state owned land. 	<p>DNR PSC</p>
	<ul style="list-style-type: none"> ▪ Monitor public water supplies currently identified as vulnerable and notify WEM of significant vulnerabilities identified. ▪ Implement water utility emergency response plans, as necessary. 	<p>DNR Local Water Utilities</p>
<p>Exceptional Drought Category D4</p>	<ul style="list-style-type: none"> ▪ In coordination with the WEM PIO: <ul style="list-style-type: none"> ○ Conduct Heat Awareness and Severe Weather Awareness campaigns to make the public aware of potentially hazardous conditions. ○ Ensure online preparedness information is available and accessible to all audiences. ▪ Monitor and report on increases in diseases, including vector-borne diseases related to drought and severe weather, such as West Nile Virus. ▪ Track and report on surface water harmful algae blooms and other surface water degradations that can directly affect human health. ▪ Monitor for changes in private and public well water quality due to reductions in the water table. ▪ Encourage homeowners with private wells to check well water quality. Wisconsin State Laboratory of Hygiene provides well water test kits. ▪ Provide information on public health issues relating to the mental and behavioral health impacts on farmers. ▪ Coordination of drought response activities with key public health stakeholders and partners. ▪ Monitoring and assessments of drought-related public health impacts, including: <ul style="list-style-type: none"> ○ Mental and behavioral health impacts. ○ Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities). ○ Public health implications of compromised quality in surface water and potable drinking water. ○ Public health implications of compromised quality in groundwater quality and private drinking water wells. 	<p>WI DHS Wisconsin State Laboratory of Hygiene</p>



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Phase	Action Items	Agency
	<ul style="list-style-type: none"> Provide current information on drought related topics to the Governor’s office. 	Drought Taskforce
	<ul style="list-style-type: none"> If activated, provide comprehensive information relating to their target subject area. 	Targeted Drought Subgroups
	<ul style="list-style-type: none"> Where the potential for a state declaration of emergency exists, consider imposing water restrictions. 	Governor’s office
Exceptional Drought Category D4	<ul style="list-style-type: none"> Adjutant General Recommend implementation of legal and legislative measures to reduce the impact of drought on impacted populations. Recommend that the Governor declare a state of emergency in areas of the state affected by the drought. Consider recommending that the governor request a presidential disaster declaration. Monitor water shortage conditions throughout the area affected by the drought. Be prepared to provide emergency water supplies, when and where necessary. Consider activating WING resources to: <ul style="list-style-type: none"> Transport water to areas where water shortages are critically low. Transport pumps, pipes, and other hardware to assist local water utilities, farmers, and critical commercial and industrial entities with processes dependent on water for operation. 	DMA
	<p>Administrator</p> <ul style="list-style-type: none"> Activate the Drought Taskforce if not already activated. Consider activating targeted subgroups to study target areas of the drought. <p>PIO</p> <ul style="list-style-type: none"> Continue public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. Issue “drought alerts” to heighten public situational awareness of the current situation. 	DMA/WEM
	<ul style="list-style-type: none"> Facilitate utility construction or emergency interconnections to alleviate water shortages per PSC 184. 	PSC



4. Agency Responsibilities

4.1. Lead Coordinating Agency – Department of Military Affairs

Table 4-1: Lead Coordinating Agency Functions

Agency	Functions
Department of Military Affairs/Wisconsin Emergency Management	<p>Administrator</p> <ul style="list-style-type: none"> ▪ Monitor water shortage conditions throughout the drought affected area. Be prepared to provide emergency water supplies, when and where necessary. ▪ Establish an incident site on WebEOC to provide enhanced situational awareness for all involved agencies, counties, municipalities, NGOs, and private sector partners, as necessary. • Activate and direct the Drought Taskforce to monitor drought conditions more closely, as needed. • Along with the TAG, make recommendations to the governor’s office regarding: <ul style="list-style-type: none"> o Declaring a state of emergency. o Issuing orders to restrict water usage to all or portions of the state. o Requesting a presidential disaster declaration. • Along with the TAG, activate WING assets to transport potable water to stricken areas of the state, as necessary.
	<p>Public Information Officer</p> <ul style="list-style-type: none"> ▪ Conduct heat awareness and severe weather awareness campaigns to make the public aware of potentially hazardous conditions. ▪ Ensure online preparedness information is available and accessible to all audiences. ▪ Conduct public information campaigns to heighten awareness of the actual and potential effects of current and potential future drought conditions. ▪ Issue “drought alerts” to heighten public situational awareness of the current situation.



4.2. Wisconsin Governmental Support Agencies

Table 4-2: State Government Support Agencies Functions

Agency	Functions
<p>Department of Natural Resources</p>	<p>Agency as a whole</p> <ul style="list-style-type: none"> ▪ Monitor public water supplies currently identified as vulnerable and review available information in order to identify additional public water supplies that may be vulnerable. ▪ Communicate with local public water utilities to gather and report information on the status of their systems, supplies, and demand. ▪ Recommend to local public water utilities and individuals that they limit water use, as appropriate. ▪ Identify public water supply needs and communicate deficiencies through sanitary survey inspections conducted every three years: <ul style="list-style-type: none"> ○ Gather information on the status of their system supply and demand. ○ Encourage utilities to review and revalidate drought emergency contingency plans. ▪ Identify and evaluate the quantity and quality of new sources for public water, if problems exist. ▪ Assist public water utilities with implementation of emergency response plans. ▪ Implement the emergency process for temporary withdrawals from waterways per Wisconsin Statutes §30.18. ▪ Implement the emergency high capacity well review process with priority set in the follow order: <ul style="list-style-type: none"> ○ Human health ○ Animal health ○ Crop irrigation ▪ Recommend to local public water utilities that they request customers limit water use, as appropriate.



4.3. Drought Taskforce

Table 4-3: Drought Task force Function

Agency	Functions
Drought Taskforce	Taskforce as a whole <ul style="list-style-type: none"> ▪ Provide short and long-term drought response recommendations to WEM and the governor’s office.
	Department of Administration <ul style="list-style-type: none"> ▪ Provide information relating to the status of state government and the ability to provide government services.
	Department of Agriculture, Trade and Consumer Protection <ul style="list-style-type: none"> • Monitor the safety of: <ul style="list-style-type: none"> ○ The food supply for humans ○ Animal feed supplies • Provide information on public health issues relating to the mental and behavioral health impacts on farmers • Provide information relating to impacts on: <ul style="list-style-type: none"> ○ Agricultural production ○ Livestock ○ Availability and increased cost of food
	Department of Health Services <ul style="list-style-type: none"> ▪ Provide information on public health issues relating to: <ul style="list-style-type: none"> ○ Coordination of drought response activities with key public health stakeholders and partners. ○ Monitoring and assessments of drought-related public health impacts, including: <ul style="list-style-type: none"> ▪ Mental and behavioral health impacts. ▪ Changes in human disease and mortality incidence associated with drought conditions (infectious, chronic, and vector-borne/zoonotic diseases, and heat-related fatalities). ○ Public health implications of compromised quality in surface water and potable drinking water. ○ Public health implications of compromised quality in groundwater quality and private drinking water wells.
	Local Water Utilities <ul style="list-style-type: none"> ▪ Monitor vulnerable public water supplies. ▪ Incorporate drought planning into existing public water supply emergency response plans. ▪ Implement water utility emergency response plans. ▪ Water utilities may establish a curtailment plan and file it as a tariff with the PSC under Wisconsin Administrative Code PSC Chapter 185.21.
	Department of Military Affairs/Wisconsin National Guard <ul style="list-style-type: none"> ▪ Provide information relating to availability of WING assets to assist in response to drought-related emergencies. ▪ Assign WING personnel and equipment to assist with delivery of potable water to areas of the state as directed by the governor and the adjutant general.



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Agency	Functions
	<p>Department of Natural Resources</p> <ul style="list-style-type: none"> ▪ Provide information relating to: <ul style="list-style-type: none"> ○ Water availability, stream flow, reservoirs, and groundwater levels. ○ Inspections of public water supplies conducted on a three-year schedule, including capacity to deliver adequate supplies of water. ○ Impacts on wildlife. ○ Wildfire prevention, vulnerability, and firefighting operations. ▪ Provide current information to local public water utilities regarding the status of groundwater and drinking water aquifers.
	<p>Public Service Commission</p> <ul style="list-style-type: none"> • Provide information relating to availability of electrical energy and impairments to the electric grid. • Approval of emergency interconnections between utilities under Wisconsin Administrative Code PSC Chapter 184. • Report drought effects on electrical generation, reliability, etc. • Review and approve curtailment plans or other tariffs for emergency water supply emergency under Wisconsin Administrative Code PSC Chapter 185.90. • Provide to local public water utilities information regarding options for implementing conservation measures.
	<p>Wisconsin Department of Transportation</p> <ul style="list-style-type: none"> • Provide information relating to impacts on state and federal highways and impairments to traffic flow.
	<p>Wisconsin State Climatology Office</p> <ul style="list-style-type: none"> ▪ Provide information on past droughts. ▪ Coordinate with the governor’s press office when the governor designates a chief spokesperson. ▪ Assist local officials with disseminating information (e.g., protective action recommendations).

4.4. Federal Agencies

Table 4-4: Federal Government Functions

Agency	Functions
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> ▪ Monitor and report, through the Drought Taskforce, impacts on navigability of the Mississippi River.
U.S. Coast Guard	<ul style="list-style-type: none"> ▪ Monitor and report, through the Drought Taskforce, impacts on navigability of Great Lakes ports.

5. Supporting Documents

5.1. Attachments

5.1.1. U.S. Drought Monitor Drought Severity Classification



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5.2. Other Resources

- 5.2.1. Farmer to Farmer (<http://farmertofarmer.uwex.edu>). An animal feed clearinghouse created by the University of Wisconsin Extension. Farmer to Farmer assists livestock owners who may need access to additional sources of feed for their herds in times of drought.
- 5.2.2. US Drought Monitor (<http://droughtmonitor.unl.edu>)
- 5.2.3. Public Service Commission website,
<https://psc.wi.gov/Pages/ForUtilities/Water/ConservationandEfficiencyInitiative.aspx>.
- 5.2.4. Wisconsin Department of Natural Resources website, <http://dnr.wi.gov/topic/WaterUse/>.
- 5.2.5. Wisconsin Climatology Office website, <http://www.aos.wisc.edu/~sco/clim-watch>.



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Table 5-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
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Attachment 1

US Drought Monitor Drought Severity Classification

***U.S. Drought Monitor
Drought Severity Classification***



Wisconsin Emergency Response Plan
US Drought Severity Classification

**Drought Annex
Attachment 1**

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Table 1: Drought Severity Classification

Category	Description	Possible Impacts	Ranges				
			Palmer Drought Severity Index (PDSI)	CPC Soil Moisture Model (Percentiles)	USGS Weekly Streamflow (Percentiles)	Standardized Precipitation Index (SPI)	Objective Drought Indicator Blends (Percentiles)
D0	Abnormally Dry	<p>Going into drought:</p> <ul style="list-style-type: none"> Short-term dryness slowing planting, growth of crops or pastures <p>Coming out of drought:</p> <ul style="list-style-type: none"> Some lingering water deficits Pastures or crops not fully recovered 	-1.0 to -1.9	21 to 30	21 to 30	-0.5 to -0.7	21 to 30
D1	Moderate Drought	<ul style="list-style-type: none"> Some damage to crops, pastures Streams, reservoirs, or wells low, some water shortages developing or imminent Voluntary water-use restrictions requested 	-2.0 to -2.9	11 to 20	11 to 20	-0.8 to -1.2	11 to 20
D2	Severe Drought	<ul style="list-style-type: none"> Crop or pasture losses likely Water shortages common Water restrictions imposed 	-3.0 to -3.9	6 to 10	6 to 10	-1.3 to -1.5	6 to 10
D3	Extreme Drought	<ul style="list-style-type: none"> Major crop/pasture losses Widespread water shortages or restrictions 	-4.0 to -4.9	3 to 5	3 to 5	-1.6 to -1.9	3 to 5



Ranges							
Category	Description	Possible Impacts	Palmer Drought Severity Index (PDSI)	CPC Soil Moisture Model (Percentiles)	USGS Weekly Streamflow (Percentiles)	Standardized Precipitation Index (SPI)	Objective Drought Indicator Blends (Percentiles)
D4	Exceptional Drought	<ul style="list-style-type: none"> • Exceptional and widespread crop/pasture losses • Shortages of water in reservoirs, streams, and wells creating water emergencies 	-5.0 or less	0 to 2	0 to 2	-2.0 or less	0 to 2

Source: The National Drought Mitigation C



Wisconsin Emergency Response Plan
US Drought Severity Classification

**Drought Annex
Attachment 1**



Terrorism Incident Law Enforcement and Investigation Annex



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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agency	Wisconsin Department of Justice (WI DOJ)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) /Capitol Police Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Safety & Professional Services (DSPS) Department of Transportation (WisDOT) Public Service Commission (PSC) University of Wisconsin System Police Departments Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Support Entities	Southeastern Wisconsin Threat Analysis Center (STAC) Wisconsin Homeland Security Council (HSC) Wisconsin Joint Operations Center (JOC) Wisconsin Joint Terrorism Task Force (JTTF) Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC)
Non-Governmental Support Organizations	American Red Cross Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WI VOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA) Federal Bureau of Investigation (FBI)

1. Introduction

An act of terrorism in the State of Wisconsin or the region, either foreign or domestic, may produce consequences that will quickly overwhelm the capabilities of local units of government or the state and present a unique set of circumstances not found in other disasters.

1.1. Purpose

This annex is to support an effective, systematic, timely, and coordinated response by state agencies, in particular, as well as law enforcement and criminal justice agencies, in terrorist incidents and threats.

This annex presents an overview of the terrorism-related hazards that could occur in the state. It provides an outline of the concept of operations that may be used and the assignment of responsibilities for a terrorism incident.



1.2. Scope

This annex provides planning guidance and outlines operational concepts for the law enforcement and investigative response to a threatened or actual terrorism incident within the state. Specific capabilities unique to this annex are:

- 1.2.1. It acknowledges and outlines the unique nature of each threat or incident along with the capabilities and responsibilities of the various state agencies as well as the local and tribal units of government, primarily regarding the law enforcement and investigative activities.
- 1.2.2. A terrorism incident may occur at any time, with little or no warning, affecting single or multiple geographic areas and may result in mass casualties.
- 1.2.3. Response to a terrorism incident will have the following operational priorities:
 - 1.2.3.1. Protection of life
 - 1.2.3.2. Stabilization of the incident
 - 1.2.3.3. Security of critical infrastructure
 - 1.2.3.4. Restoration of property and the environment
- 1.2.4. Establish the necessary command and control organization involving all necessary agencies working under a unified command structure.
- 1.2.5. Responding to an act of terrorism requires an extraordinary level of coordination of the law enforcement response, criminal investigation, on-going security, emergency management, and technical expertise across all levels of government.
- 1.2.6. Intelligence information sharing and dissemination is to facilitate the distribution of relevant, actionable, timely information related to terrorism or other major criminal activities to the necessary parties. This is commonly done through the fusion centers in the state.
- 1.2.7. Recognize the indicators and warnings within the gathered data of potential trends, indications, or warnings of criminal or terrorist activities against U.S. citizens, government entities, and critical infrastructure.
- 1.2.8. Specialized resources may be required to deal with incidents involving weapons of mass destruction (WMD).

1.3. Policies

- 1.3.1. Wisconsin's Homeland Security Council (HSC), with the assistance of the fusion centers, develops goals and strategies for Wisconsin's protection. Implementation of these goals and strategies is accomplished through the local, state, tribal, and federal agencies in Wisconsin.



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- 1.3.2. Homeland Security Presidential Directive 5 (HSPD-5) gives the lead responsibility for criminal investigation of terrorist acts or threats to the U.S. attorney general. The attorney general has designated the Federal Bureau of Investigation (FBI) as the lead agency in the investigation of terrorist acts or threats.

2. Statements and Assumptions

This annex is informed and shaped by the statement and assumptions described in the WERP, CEMP, and the following:

2.1. Definitions

2.1.1. International Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

- 2.1.1.1. Involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or of any State;
- 2.1.1.2. Appear to be intended:
 - (1) To intimidate or coerce a civilian population;
 - (2) To influence the policy of a government by intimidation or coercion; or
 - (3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and
- 2.1.1.3. Occur primarily outside the territorial jurisdiction of the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to intimidate or coerce, or the locale in which their perpetrators operate or seek asylum.

2.1.2. Domestic Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

- 2.1.2.1. Involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State;
- 2.1.2.2. Appear to be intended:
 - (1) To intimidate or coerce a civilian population;
 - (2) To influence the policy of a government by intimidation or coercion; or
 - (3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and
- 2.1.2.3. Occur primarily within the territorial jurisdiction of the United States.



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2.1.3. Weapon of Mass Destruction

Defined in Title 18 U.S.C., Chapter 113B, Section 2332a as:

- 2.1.3.1. Any destructive device as defined in section 921 of this title (i.e. explosive devices);
- 2.1.3.2. Any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors;
- 2.1.3.3. Any weapon involving a biological agent, toxin, or vector; or
- 2.1.3.4. Any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

2.2. Response Assumptions

- 2.2.1. All communities are vulnerable to a threatened or actual terrorism incident which may:
 - 2.2.1.1. Occur at any time with little or no warning.
 - 2.2.1.2. Involve single or multiple geographic areas.
- 2.2.2. Law enforcement officials will evaluate all threats to determine the validity or credibility of the threat.
- 2.2.3. There may be issues involving the preservation of evidence and the possible contamination of victims.
- 2.2.4. Secondary or subsequent attacks are likely and must be considered by all responders as they may be targeted.
- 2.2.5. Terrorists may use diversionary tactics to draw first responders away from or slow the response to the main target.
- 2.2.6. Terrorism incidents may involve:
 - 2.2.6.1. Damage or disruption to computer and communications systems.
 - 2.2.6.2. Attacks to critical infrastructure and key resources (CIKR) facilities, utilities, and transportation systems that will limit the emergency response operations.
- 2.2.7. If the terrorism incident is a biological or WMD attack:
 - 2.2.7.1. The agent or device may be geographically dispersed without a defined incident site.
 - 2.2.7.2. The response will involve personnel with the appropriate personal protective equipment and specialized equipment.
 - 2.2.7.3. The agent used in the attack may be contagious or require quarantine by health officials.



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- 2.2.7.4. The symptoms from exposure to such an attack may not exhibit for some time.
- 2.2.8. The suspected or actual involvement of terrorists may complicate the incident management. The establishment of a traditional incident command system (ICS) and its components may not be feasible.

2.3. Large-scale Incident Considerations

Response to a large-scale terrorism incident may be further shaped by the following considerations. A large-scale terrorism incident may:

- 2.3.1. Require a significant state and federal response. It may take from 12 to 72 hours to deploy federal and other large-scale resources.
- 2.3.2. Necessitate federal assistance and the activation of the National Response Framework (NRF) by the president.
- 2.3.3. Require specialized medical treatment, transportation to distant medical facilities, or establishment of temporary medical facilities in the field. Injuries may be both physical and psychological.
- 2.3.4. Result in mass fatalities. Special mortuary arrangements may be necessary.

3. Concept of Operations

This section specifically addresses operational systems in place for a response to a threatened or actual terrorism incident requiring state support to one or more locations.

3.1. Mobilization Triggers

- 3.1.1. An Imminent Threat advisory is issued by U.S. DHS for Wisconsin or the immediate region.
- 3.1.2. A terrorism incident of significance has occurred in a neighboring state or another area of the United States that may have the potential to involve the State of Wisconsin.

3.2. Response

- 3.2.1. The response to a terrorism incident will be guided by the general concept of response operations for state support to local jurisdictions and tribal nations as described in the WERP.
- 3.2.2. In a terrorism incident certain federal agencies will automatically deploy.
- 3.2.3. Local, state, tribal, and federal agencies will use established procedures for managing the incident.

3.3. Operations

- 3.3.1. The response operation will give consideration and be guided by the following:



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- 3.3.1.1. Preserving life, health, and safety of victims and responders.
- 3.3.1.2. Prevention of further injury or damage including providing accurate public information and crisis communications.
- 3.3.1.3. Preventing the terrorism threat from being carried out or an existing terrorism incident from expanding.
- 3.3.1.4. Law enforcement activities including, but not limited to:
 - (1) Crime scene management
 - (2) Incident investigation
 - (3) Collection and preservation of evidence
 - (4) Maintenance of public order
 - (5) Patrolling dangerous areas
 - (6) Guarding property
 - (7) Directing traffic
- 3.3.1.5. Locating and rendering safe any WMD including their containment, recovery, and disposal.
- 3.3.1.6. A large-scale rescue, fire suppression, and hazardous materials (Hazmat) response.
- 3.3.1.7. Evacuation and any necessary sheltering along with the procurement and distribution of necessities for victims.
- 3.3.1.8. Restoration and maintenance of essential community services (e.g. CIKR).
- 3.3.1.9. Protection of the environment.

3.4. Situations

- 3.4.1. Incidents on state, tribal, and federal property will be coordinated between local, tribal, state, and federal agencies, as appropriate.
- 3.4.2. There are five categories of WMD incidents. These are: chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) with injury coming from inhalation, absorption, ingestion, or injection of contaminants. The impact to the public is intensified by the inability to quickly identify or contain the effects of a biological or chemical agent.

3.5. Intelligence Management

An important and unique capability in this annex is the collection, analysis, archiving, and dissemination of intelligence related to a terrorist threat, special event, or incident.

- 3.5.1. Multidiscipline intelligence units will most likely need to be organized.



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- 3.5.1.1. This unit will disseminate information between the various operations centers and coordination groups.
- 3.5.1.2. The unit is responsible to prepare briefings and reports concerning the status of the incident.
- 3.5.2. It is understood that intelligence received regarding terrorism may not be able to be released to all of the emergency management and response individuals involved in the incident.

3.6. Organization

- 3.6.1. The HSPD-5 which is the management of domestic incidents states, "The attorney general has lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad...Generally acting through the Federal Bureau of Investigation, the attorney general, in cooperation with other federal departments and agencies engaged in activities to protect our national security, shall also coordinate the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States."
- 3.6.2. WI DOJ is the lead coordinating agency for the State of Wisconsin in a terrorism incident and will establish a command structure in cooperation with the federal response agencies.
- 3.6.3. The federal command structures are found in the National Response Framework, Terrorism Incident Law Enforcement and Investigation Annex. They include:
 - 3.6.3.1. FBI command post
 - 3.6.3.2. Federal or FEMA joint operations center
 - 3.6.3.3. On-scene coordination and unified command

3.7. Consequence Management

- 3.7.1. There may be established a consequence management group from the joint operations center (JOC) that consists of representatives of agencies that will provide focused expertise in support of law enforcement agencies responsible for response and recovery efforts.
- 3.7.2. It may be necessary to restrict the dissemination of some of the information due to the sensitivity, sources, and methods to obtain the information to certain emergency management and other agencies. Information will be released to those who have a "need to know."
- 3.7.3. Consequence management activities and those involved will participate in the incident command or SEOC operations.



3.7.4. A joint information center (JIC) will be staffed by the necessary agency representatives so that information that is collected, validated, and approved can be released to the public.

4. Agency Responsibilities

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

4.1. Local Role

Table 4-1: Local Unit of Government Functions

Agency	Functions
Local Units of Government	<p>Response</p> <ul style="list-style-type: none"> • Establish an ICS to manage the incident. • Responders from different emergency response organizations will be at the scene of a terrorism incident first and will have direct control of their own resources and response functions following on-scene IC. • Provide assistance to jurisdictions and region as may be appropriate in accordance with mutual aid agreements. • Coordinate with the SEOC for the activation and use of state and federal resources under mutual aid as may be appropriate. <p>Resources</p> <ul style="list-style-type: none"> • Local law enforcement agencies: comprised of county sheriff's, municipal, and tribal law enforcement agencies • Local law enforcement mutual aid agreements for resources • Local fire services: comprised of units serving single and multiple jurisdictions with mutual aid through MABAS system • County and regional hazmat response system • Bomb squads and SWAT teams <ul style="list-style-type: none"> ○ Bomb squads and SWAT teams exist in Wisconsin affiliated with local law enforcement agencies some of which operate through the Aligned Law Enforcement Response Team (ALERT) program. • K-9 Units available through some law enforcement agencies. • Assistance in SAR operations



4.2. Lead State Coordinating Agency – Wisconsin Department of Justice

Table 4-2: Lead Coordinating Agency Functions

Agency	Functions
Wisconsin Department of Justice (Lead Agency)	<p>Response</p> <p>Agency functions as found in ESFs 2, 3, 5, 10, and 13. Specifically:</p> <ul style="list-style-type: none"> • The Wisconsin Department of Justice (WI DOJ)/Division of Criminal Investigation (DCI) investigates crimes that are statewide in nature or importance. Agents work closely with local and federal officials to investigate and prosecute crimes involving homicide, arson, financial crimes, illegal gaming, computer crimes, drug trafficking, government corruption, and terrorism. • State crime labs and evidence technicians for response and technical assistance • The state designated primary intelligence fusion center, WSIC is owned and operated by the DCI. <ul style="list-style-type: none"> ○ Tasked as the primary intelligence and information gathering and sharing entity for the state in dealing with matters of national security, terrorism, crime, as well as natural, technological, and human-caused threats or disasters. ○ Works with integrated partners and the US DHS to coordinate the handling of national security information for briefings to the governor, attorney general, adjutant general (homeland security advisor), and other key officials. ○ Coordinates the deployment of the mobile support unit (MSU), to support local, tribal, and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters. • Gather evidence, intelligence, information, and assist with the investigation of crime scenes, as needed. • Provide major case support in the form of telephone and recorded call analysis, computer analysis, and installation of sophisticated electronic devices used in criminal investigations. • Provide staff for the JIC and field operations as requested. • Provide legal resources to establish quarantine authority, if necessary. <p>Resources</p> <ul style="list-style-type: none"> • Coordination between WSIC, STAC, and JTTF • DCI investigative personnel and staff to assist in investigative matters. • Crime lab and field response team: provides technical support and services for the inspection of evidence recovered during a criminal investigation. • DCI tactical response team • State fire marshals if required • Wisconsin TIME System: provides communications and support to law enforcement personnel. • Assistant Attorneys General: provide support to district attorneys, county corporation counsel, and related legal issues. • Criminal analysts to assist investigators, managers, and command staff on scene or remotely with information and intelligence analysis and dissemination. • MSU to support local and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters.



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Agency	Functions
	<ul style="list-style-type: none"> • Wisconsin Crime Alert Network • Threat/fusion officers relationship with nearly 800 trained “first preventers” throughout the state

4.3. Wisconsin Governmental Support Agencies

The WERP Basic Plan outlines other state agency responsibilities. Each agency has the responsibility of implementing their individual agency plan and standard operating procedures.

The following state agencies have a specific role and responsibility in a terrorism incident. This listing also identifies some of the WMD resources available through the agency. However, the level and extent of the response may depend upon a declaration of a state of emergency by the governor.

Table 4-3: State Government Support Agencies Functions

Agency	Functions
Department of Administration	<p>Response</p> <p>Agency functions as found in ESFs 1, 2, 3, 5, 6, 7, 12, 13, and 14. Specifically:</p> <ul style="list-style-type: none"> • Provide assistance with business continuity. • Provide relocation assistance of state agencies and functions as required. • Coordinate the funding of state agency assets as needed. • Provide or assist in obtaining needed products and services from surplus property, state contracted vendors, or other outside vendors for emergency equipment and supplies. • Provide assistance with relocation of state agencies and functions as may be needed. • Provide support for Strategic National Stockpile (SNS) activities. <ul style="list-style-type: none"> ○ Negotiate contracts with carriers (e.g. FedEx, UPS, U.S. Postal Service) for trucks to move SNS materials from the receipt, store, and stage remote storage site (RSS) warehouse to distribution and dispensing sites. ○ Provide back-up vehicles (i.e. trucks) from the Wisconsin Office of Fleet Management to transport SNS materials from the RSS warehouse to the distribution and dispensing site(s). • Identify office space and assist in relocating state agencies and operations, as may be necessary depending upon the type of incident. <p>Response: Capitol Police</p> <ul style="list-style-type: none"> • Provide security at state capitol along with state buildings and facilities. • Assist local law enforcement • Assist with dignitary protection <p>Resources</p> <ul style="list-style-type: none"> • Provide Capitol Police staff to support law enforcement functions, if available. • Maintain a listing of available government owned or lease space. • Provide various state transportation resources. • Listing of vendors for goods and services that are available in emergencies. • Staff of architect and engineers to assist in damage assessment.



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Agency	Functions
Department of Agriculture, Trade and Consumer Protection	<p>Response Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide laboratory support of analysis of cultures, specimens, or other materials that could support evidence of a terrorist incident. • Provide a liaison to the U.S. Department of Agriculture (USDA) on related animal or human diseases and food or water supply contamination caused by a terrorist incident. • Conduct field investigations and lab assessments on animal disease outbreaks including those that could be transmitted to humans. • Provide inspectors for sampling and testing in the event of suspect food and water supply contamination. • Place embargoes or holds on food products that may be contaminated including recalling suspect food items from distributors. • Activate a toxic response team to evaluate agriculture chemical spills or evaluate unknown chemical contamination. • Place animal quarantines on contaminated or affected livestock, if necessary. • Assist in the inspection of flammable combustible storage tanks. <p>Resources</p> <ul style="list-style-type: none"> • Food Safety, Toxic Spill Response, and Foreign and Domestic Animal Disease Response Teams • WI Veterinary Diagnostic Laboratory (Foreign and Domestic Animal Disease Response) • WI DATCP Bureau of Laboratory Services (BLS) to provide assistance with biological and chemical testing within the laboratory's scope. • Consumer protection hotline
Department of Corrections	<p>Response Agency functions as found in ESF 13. Specifically:</p> <ul style="list-style-type: none"> • Select, transport, and supervise an inmate work detail to assist with clean up, as requested. • Receive notifications from WEM of the potential threat and implement proper safety and security procedures. • Activate the Wisconsin Correctional Institution Disturbance Plans as needed. • Possible relocation of inmates within the affected area(s). <p>Resources</p> <ul style="list-style-type: none"> • Supervisory personnel available to assist in monitoring inmates assisting with cleanup. • Trained corrections staff that may be able to supplement some law enforcement functions.



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Agency	Functions
<p>Department of Health Services</p>	<p>Response Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide resources and technical expertise to assist local public health and medical personnel conduct activities related to investigating deaths or illnesses that are unexplained, unusual, known, or suspected of involving nuclear, biological, or chemical (NBC) agents. • Assist agencies and jurisdictions with unknown substances involving packages/letters according to protocol of the Division of Public Health and the WI State Laboratory of Hygiene. (see Attachment 3, “Unknown Substance/Package/Letter “ dated May, 2013 and “Handling Powder-Contaminated Letters or Packages”) • Coordinate notification, investigation, assessment, and response activities with the U.S. Department of Health and Human Services (HHS), the Public Health Service, the Centers for Disease Control and Prevention (CDC) and other federal agencies, as necessary. • Assist local public health and medical personnel with developing and providing technical and risk assessment information for public dissemination on the NBC agent(s) involved. • Provide state assistance and resources for emergency medical and mass care services. • Provide technical assistance regarding decontamination activities. Request the activation of the National Disaster Medical System (NMDS) as needed. <ul style="list-style-type: none"> ○ Assist with the acquisition of medical countermeasures and the associated activities surrounding mass prophylaxis. Request resources from the SNS Program as necessary. Refer to the State of Wisconsin Strategic National Stockpile Plan held with WI DHS Individual Agency Plans. SNS can be delivered to Wisconsin within 12 hours of an approved request. ○ Request SNS activation by local officials by contacting WEM and WI DHS. The governor will be notified if the problem appears serious enough to require activation of the SNS. The governor will formally request the SNS from the CDC or include the request as part of a formal request for federal assistance through the NRF. ○ Operation of SNS will be in accordance with procedures listed in the State SNS Plan. • Assist with tracking the number of casualties and fatalities. • Coordinate behavioral health counselors through Wisconsin Emergency Assistance Volunteer Registry WEAVR. • Assist in the deployment of volunteers if activated. • Assist local agencies with the coordination and provision of emergency human services (e.g. crisis counseling, sheltering, special needs, congregate care, feeding, and welfare inquiries.).



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Agency	Functions
	<p>Resources</p> <ul style="list-style-type: none"> • Staff available on a 24-hour basis for investigating, assessing, and providing technical advice and assistance for incidents known or suspected of involving Nuclear, Biological, or Chemical (NBC) agent(s) or to assist with the provision of emergency human services. • Coordinate with State Laboratory of Hygiene to provide analysis services. (See University of Wisconsin – Madison, Wisconsin State Laboratory of Hygiene). • Staff or listing of trained victim counselors.
<p>Department of Natural Resources</p>	<p>Response Agency functions as found in ESFs 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Assist with determining priorities for initial response to terrorism incidents that involve WMD. • Provide technical advice to first responders and emergency management personnel. • Air, water, and waste treatment monitoring. • Participate on the federal regional response team (RRT) for hazardous substance response and CBRNE. • Assist with the assessment and coordination of debris and waste disposal. • Activate additional resources as needed. • Provide air and water monitoring as well as soil sampling. • Provide support to local law enforcement as requested: • Security at public sites by request of executive order or assist at request of local law enforcement (e.g. shelters, hospitals, temporary morgue, JIC) <p>Resources</p> <ul style="list-style-type: none"> • Wardens and certified law enforcement officers • Spill coordinators • Dam safety specialists • Air and water quality operators • Fire specialists • Specialized vehicles and equipment • Emergency response and IMT teams
<p>Department of Safety & Professional Services</p>	<p>Response Agency functions as found in ESFs 3, 6, and 12. Specifically:</p> <ul style="list-style-type: none"> • Assist in the inspection of buildings and waste treatment systems. • Assist in the restoration of buildings and wastewater treatment systems. • Assist in identifying licensed contractors to provide repair and construction services as well as expediting their credentialing. • Assist in expediting building plan review and inspections during the recovery phase. • Provide engineering expertise to inspect public structures and infrastructure for safety. • Collect and report damage assessment as appropriate. <p>Resources</p> <ul style="list-style-type: none"> • Staff for inspections of damaged buildings and other related structures • Staff for plan review and other related activities



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Agency	Functions
<p>Department of Transportation</p>	<p>Response Agency functions as found in ESFs 1, 2, 3, 5, 7, 9, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide evacuation routes and control points in addition to re-routing traffic as the incident progresses. • Perform damage assessment of highways and bridges. • Assist in debris removal from main roadways for the critical movement of response personnel. <p>Resources</p> <ul style="list-style-type: none"> • Information and support to the SEOC from the Wisconsin Department of Transportation (WisDOT)/Traffic Management Center (TMC), staffed 24/7/365 • Freeway Service Teams (FST). • Engineering services for highways, streets, bridges, and other components to assist in the movement of traffic • Specialized equipment such as front-end loaders, backhoes, and traffic control devices • Monitoring <ul style="list-style-type: none"> ○ Closed-circuit television cameras (CCTV) ○ Roadway detectors and congestion maps ○ Road weather information systems • Traffic flow management <ul style="list-style-type: none"> ○ Ramp control, meters, and gates ○ Traffic signal systems • Traffic information systems/programs <ul style="list-style-type: none"> ○ 511 ○ Twitter ○ Traffic incident alerts (TIAs) ○ Dynamic message signs (DMS) ○ Portable changeable message signs (PCMS) ○ Highway advisory radio (HAR)
<p>Public Service Commission</p>	<p>Response Agency functions as found in ESFs 3, 12, and 14. Specifically:</p> <ul style="list-style-type: none"> • Liaison with energy suppliers to assist in restoring services as soon as possible. • Liaison with tele-communications providers to provide emergency communications and restore services. • Liaison with water and sewer system utilities along with other state agencies in the restoration of these utilities. • Assist utilities with: <ul style="list-style-type: none"> ○ Determining the extent of the damages and outages ○ Restoration of services • Collect/report damage assessment as appropriate. <p>Resources</p> <ul style="list-style-type: none"> • Staff to assist in the liaison between the utility companies and the SEOC • Staff with specialized knowledge in power or energy, or both, systems



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Agency	Functions
University of Wisconsin & System Police Departments	<p>Response</p> <ul style="list-style-type: none"> • Agency functions as found in ESF 13. Specifically: • Provides complete laboratory services for appropriate state agencies and local health departments in the areas of water quality, air quality, public health, and contagious disease • Performs laboratory tests and consultations with health officers and local agencies to prevent and control diseases and environmental hazards • Provide coordination with other state laboratories as appropriate. • Provide law enforcement support as needed. <p>Resources</p> <ul style="list-style-type: none"> • Wisconsin State Laboratory of Hygiene • University System certified police officers and security staff
Department of Military Affairs: Wisconsin Emergency Management	<p>Response</p> <p>Agency functions as found in the WERP, ESFs, and related annexes. Specifically:</p> <ul style="list-style-type: none"> • Coordinate and support the mission of prevention, protection, mitigation, response, and recovery in such an incident to local jurisdictions and tribal governments. • Operation of the SEOC. • Coordinate the response of state agencies, federal assistance, and Voluntary Organizations Active in Disaster (VOAD). • Coordinate the federal and state assistance to local governments. Provide crisis communications, damage assessment reporting, and emergency police services (EPS) (including the WEM mobile command post.) • Receive information regarding a potential or actual terrorist threat or incident, including those involving WMD, through the WEM duty officer (DO). • Advise the HSC, the governor, state legislature, state agencies, local, and tribal units of government, as may be appropriate, of the nature, magnitude, and impacts of the terrorism incident. • Provide or assist in obtaining needed products and services from state contracted vendors or other outside vendors for emergency equipment and supplies. • Request and administer federal assistance as appropriate. • Provide support for SNS activities. <ul style="list-style-type: none"> ○ In coordination with WI DHS, assist the governor when requesting assets from the SNS. ○ Through the EPS deputy director, provide the security function lead for SNS. ○ Through the EPS, provide back-up security for RSS warehouse. ○ Coordinate with the WING, WisDOT/Wisconsin State Patrol (WSP) and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains) as resources allow. • Provide support to local law enforcement through EPS. • Ensure that prisons and jails are notified of the potential threat and determine whether proper safety and security procedures are being taken using EPS procedures. • Request activation of Search and Rescue (SAR) teams as needed. • Collect and evaluate disaster assessment information. • Provide assistance with business continuity.



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Agency	Functions
	<p>Resources</p> <ul style="list-style-type: none"> • SEOC. The SEOC is the primary location for coordinating the state’s emergency response and recovery activities. • EPS coordinates the deployment of the mobile command center and hand-held radios that augment county, tribal, or municipal communications capabilities in an emergency/ disaster situation. • Wisconsin Hazardous Materials Response System • Inter-state mutual aid system <ul style="list-style-type: none"> ○ The Emergency Management Assistance Compact (EMAC) is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. ○ All states, the District of Columbia, and three territories participate in the EMAC System. • Secure Video Teleconference System (SVTS) • An Integrated System Digital Network (ISDN) phone line that uses signal encryption to provide a secure system for the delivery of sensitive information.
<p>Department of Military Affairs: Wisconsin National Guard</p>	<p>Response</p> <p>Agency functions as found in all 15 ESFs. Specifically:</p> <ul style="list-style-type: none"> • Liaison with other military support units providing specialized services according to each unit’s capabilities. • Upon approved Request For Assistance, provide the following support to civil authorities: <ul style="list-style-type: none"> ○ Traffic Control Strike Team(s) (support to law enforcement); traffic control, road blocks and check points ○ Manpower Support (support to law enforcement); quarantine reinforcement, scene containment, crime scene integrity, site security (security at incident command site(s) (e.g. EOC, command post, distaster site, jail, shelters, hosptials, temporary morgue, joint information center), and presense patrols. • Coordinate the request for a full time civil support team (CST) from a neighboring state through the EMAC system. <ul style="list-style-type: none"> • “Provide support for SNS activites: <ul style="list-style-type: none"> ○ Through the military support officer for the Wisconsin Department of Military Affairs (DMA), serve as the lead person for arranging use of WING assets in an incident involving SNS assets. ○ Serve as the primary designee for airport and RSS warehouse security. ○ Provide Transportation Support to transport SNS materials fromm the RSS warehouse to the distribution and dispensing site(s). ○ Work with WEM EPS, WSP, and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation by providing Transportation Support (air and ground). • Provide limited public information, transportation, and medical personnel. • Assist with the coordination and facilitation of state and federal military assets.



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Agency	Functions
	<p>Resources</p> <ul style="list-style-type: none"> • The 115th Fighter Wing (115th FW), WING, maintains a military ordnance disposal team at its base in Madison. In the event of an incident involving military explosives, the 115th FW Explosive Operational Device (EOD) team may respond. Requests for the 115th FW EOD team are made through the WEM DO. • Provides numerous support services referred to as specialized units and Mission Ready Packages as listed in the various ESFs and WING Domestic Operations and Civil Support resource guide.
<p>Department of Transportation: Wisconsin State Patrol</p>	<p>Response</p> <p>Agency functions as found in ESFs 10, 12, and 13. Specifically:</p> <ul style="list-style-type: none"> • Provide staff for traffic control and law enforcement support activities. • Coordinate traffic evacuation routes with WisDOT. • Assist with SAR. • Provide requested support to local law enforcement for: <ul style="list-style-type: none"> ○ Crowd and traffic control ○ Scene containment ○ Quarantine enforcement ○ Crime scene integrity ○ Security at incident command sites (e.g. EOC, command post, disaster site, jail) ○ Security at public sites (e.g. shelters, hospitals, temporary morgue, joint information center) • Provide information, assistance, and notification support. • Provide security for the transportation of cultures, laboratory specimens, or other materials that could support evidence of a terrorism incident. • Provide escort to SNS trucks from the RSS to points of dispensing. • Work with WEM EPS, WING, Federal Highway Administration, and local and tribal law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains), as resources allow. • Assist in dignitary protection. <p>Resources</p> <ul style="list-style-type: none"> • State troopers and truck inspectors • Aerial support

4.4. Federal Role

The law enforcement and investigative response to a terrorist threat or incident within the United States is a highly coordinated, multiagency State, local, tribal, and Federal responsibility. The Federal Interagency Operations Plan (FIOP), Terrorism Incident Law Enforcement and Investigation Annex lays out the structure necessary for a systematic, coordinated, unified, timely, and effective national law enforcement and investigative response to threats or acts of terrorism within the United States. .

4.4.1. Roles



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The activation and extent of involvement of these agencies is dependent upon the specific situation and various other factors including whether or not local and state resources have been exhausted, state emergency declaration(s), federal declaration(s), etc. Federal agencies will continue supporting local efforts as necessary during the recovery phase of the incident.

4.4.2. Lead Federal Agencies

Table 4-4: Federal Agencies Functions

Agency	Functions
U.S. Department of Justice (Coordinating Agency)	<p>Response: US Attorney General</p> <ul style="list-style-type: none"> • The US Attorney General has overall lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at United States citizens.¹ • Generally acting through the Federal Bureau of Investigation, the Attorney General, in cooperation with other Federal departments and agencies engaged in activities to protect our national security.
U.S. Department of Justice (Criminal Investigation)	<p>Response: Federal Bureau of Investigation (FBI)</p> <ul style="list-style-type: none"> • The FBI is the lead agency for criminal investigation of terrorist acts or terrorist threats and intelligence collection activities within the United States.¹ • Briefs the U.S. attorney general, who notifies the president and the National Security Council groups that a federal crisis management response is required. • Activates multi-agency crisis management structures at the FBI headquarters, the FBI field office, and the incident scene. • The FBI Joint Operations Center will be composed of four main groups: Command Group, Operations Group, Operations Support Group, and the Consequence Management Group. <p>Resources: FBI</p> <ul style="list-style-type: none"> • Domestic Emergency Support Team (DEST): As the lead federal agency for crisis management, the FBI manages the crisis, bringing the necessary assets to respond and resolve the threat. These activities operate within a unified command structure. <ul style="list-style-type: none"> ○ During an incident, the FBI Critical Incident Response Group will coordinate the composition of the DEST. • The WMD Operations Unit will coordinate all incidents where WMD is used.

¹ Homeland Security Presidential Directive/HSPD-5 (February 28, 2003)



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U.S. Department of Homeland Security (Consequence Management)	Response: Federal Emergency Management Agency (FEMA) <ul style="list-style-type: none"> • The Federal Emergency Management Agency (FEMA) is the lead Federal Agency for consequence management in concert with actions of the other partners.² • Activates multi-agency crisis management structures at the FBI headquarters, the FBI field office, and the incident scene. • Promote the effective response by federal agencies at the national level and at the scene of the accident. Keep the president informed of all aspects of an emergency not covered by the lead federal agency reports. • Respond to natural, technological, and human-caused disasters to locate and rescue victims of structural collapse. • Provide mobile telecommunications, operational support and life support, and power generation assets for the on-site management of disaster and all-hazard activities.
	Resources: FEMA <ul style="list-style-type: none"> • Mobile Emergency Response Support (MERS) communications assets. • 28 Urban Search and Rescue (USAR) Teams • Nuclear Emergency Search Team (NEST) provides specialized technical expertise to federal response agencies involved with radiological incidents.

4.4.3. Supporting Federal Agencies

Department of Defense	Response <ul style="list-style-type: none"> • Upon activation, provide resources for the incident to state and local units of government, as appropriate.
	Resources <ul style="list-style-type: none"> • Regional WMD Civil Support Team (CST): Regional full-time, fully equipped teams are the 55th Civil Support Team located in St. Paul, MN and the 5th Civil Support Team in Bartonville, IL. • Military Support to Civilian Agencies (MSCA): Provide active duty military support to supplement the efforts of civilian agencies after the state, local, and private resources are exhausted or deemed totally inadequate for the situation.
Department of Health & Human Services	Response <ul style="list-style-type: none"> • Upon activation, provide resources for the incident to state and local governments, as appropriate. Response: Center for Disease Control and Prevention (CDC) <ul style="list-style-type: none"> • Establish guidelines and procedures for safe response, evidentiary collection, exposure assessment, and laboratory involvement for sample analysis and the determination of threat validity. • Upon request from WI DHS, medically assess and evaluate people with potential exposure to determine if post-exposure treatment is warranted.

² Presidential Policy Directive/PPD-44 (November 7, 2016)



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	<p>Resources: CDC Public Health Surveillance Program</p> <ul style="list-style-type: none"> Assist state and local planning and preparedness efforts to enhance outbreak detection and reporting and to improve laboratory and epidemiological capacity at the local, tribal, state, and CDC levels. <p>Resources: Assistant Secretary for Preparedness and Response</p> <ul style="list-style-type: none"> National Medical Response Teams (NDMS) is the first component of the NDMS medical response. This includes personnel, teams and individuals, supplies, and equipment. The NDMS Response Teams can include: <ul style="list-style-type: none"> Disaster Medical Assistance Teams (DMATs). These teams can be deployed in 12 hours or less and are self-sufficient for at least 72 hours. Disaster Mortuary Teams (DMORTs). DMORTs assist with the identification of bodies and all other aspects of mortuary services. Veterinary Medical Assistance Teams (VMAT) <ul style="list-style-type: none"> Strategic National Stockpile (SNS) Program Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States. Strategic National Stockpile (SNS) Program Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States.
<p>Department of Energy</p>	<p>Response</p> <ul style="list-style-type: none"> Upon activation, provide resources as appropriate for the incident to state, tribal, and local governments. <p>Resources</p> <ul style="list-style-type: none"> Radiological Assistance Program (RAP): Provides resources and expertise to agencies that respond to incidents involving radioactive materials. There are eight RAP regions and each region has one or more response teams. If the incident involves DOE-owned material, the RAP team will automatically respond or can be requested for general assistance for non-DOE owned materials.
<p>Environmental Protection Agency</p>	<p>Response</p> <ul style="list-style-type: none"> Coordinate all federal containment, removal and disposal efforts and resources during an incident using the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). <p>Resources</p> <ul style="list-style-type: none"> Chemical Emergency Response Team: Provides special decontamination equipment for chemical releases and advises the on-scene coordinator (OSC) in hazard evaluation, risk assessment, multimedia sampling and analysis, and on-site safety.
<p>U.S. Postal Inspection Service</p>	<p>Response</p> <ul style="list-style-type: none"> Investigate threats or acts of terrorism related to the use of the U.S. Postal Service, destruction of postal property, or threats or acts of violence against postal employees.



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	Resources
	<ul style="list-style-type: none"> Postal investigators
General Services Administration: Federal Protective Services	Response
	<ul style="list-style-type: none"> Complete risk analysis and assess the security needs of federal buildings.
	Resources
	<ul style="list-style-type: none"> Officers for armed security protection

Other federal agencies – upon activation, provide resources as appropriate for the incident to state and local governments. See the National Response Framework for details.

4.4.4. References

- Response Federal Interagency Operations Plan, Second Edition, August 2016
 - Terrorism Incident Law Enforcement and Investigation Annex, December 2004
- Homeland Security Presidential Directive/HSPD-5, February 2003
- Presidential Policy Directive/PPD-44, November 2016

4.5. Non-Governmental Support Organizations

Table 4-5: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	Response Agency functions as found in ESFs 6, 7, 8, 11, and 14. The American Red Cross has developed a WMD/Terrorism (WMD/T) Annex that provides guidance for state and local chapters to respond to terrorism incidents. This annex details the American Red Cross response and recovery activities. Specifically: <ul style="list-style-type: none"> Congregate care (e.g. temporary shelter, food, clothing, etc.) Long-term support for first responders Crisis counseling Volunteer management Service for access and functional needs populations (with the exception of access and functional needs sheltering)
	Resources <ul style="list-style-type: none"> Support disaster relief operations by providing shelter, food, health and mental services, and emergency supplies to those affected.
Salvation Army	Response Agency functions as found in ESFs 6 and 14. Specifically: <ul style="list-style-type: none"> Assistance in providing necessities to survivors and relief workers. Provide distribution services or be a center for receiving and distributing donated items. Food Emotional and spiritual care
	Resources <ul style="list-style-type: none"> Mobile feeding units Basic needs supplies for survivors



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Agency	Functions
Wisconsin Voluntary Organizations Active in Disaster	Response Agency functions as found in ESFs 6 and 14. Specifically: <ul style="list-style-type: none">• Coordination of disaster volunteer services.• Assist in long-term recovery efforts, working in partnership with the American Red Cross and the Salvation Army.
	Resources See ESF 6, Attachment 3. Specifically: <ul style="list-style-type: none">• Debris removal, sheltering services, water/food, and basic needs

Depending upon the nature and scale of the incident, there may be the need for additional assistance and resources. Information on other supporting agencies along with their related response and resources can be found in the Catastrophic Incident Annex of the WERP.

5. Supporting Documents

5.1. Attachments

- 5.1.1. Threat Characteristics
- 5.1.2. Terrorist Incident Response Checklist
- 5.1.3. Wisconsin Division of Public Health handouts; “Unknown Substance/Package/Letter” protocol and “Handling Powder-Contaminated Letters or Packages”

5.2. References

- 5.2.1. Federal National Response Framework (NRF), Terrorism Incident Law Enforcement and Investigation Annex
- 5.2.2. Wisconsin National Guard, Domestic Operations & Civil Support Resource Guide



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Table 5-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
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Attachment 1

Threat Characteristics

Threat Characteristics



Wisconsin Emergency Response Plan
Threat Characteristics

Terrorism
Attachment 1

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1. Radiological Incident

1.1. Overview

A radiological incident, in the context of terrorism, can be described as the intentional release of radioactive material in sufficient quantity to constitute a threat to public health and safety. A radiological incident could involve airborne radioactive material or radioactive contamination of the environment, or both. The degree and area of a radiological incident could vary greatly depending on the type and amount of the release as well as current and future weather conditions. Response to a radiological incident requires specialized personnel who have been properly trained and equipped.

A radiological incident would likely result in massive social and economic disruptions in the affected areas. Access to and from an affected areas would need to be appropriately managed. Those individuals that received a high dose of radiation would require transportation, hospitalization, and lengthy supportive care. The number of fatalities would likely be low. However, special arrangements would be needed to handle and transport contaminated bodies. A decontamination of the affected area would be required. The cascading effects associated with a radiological release could cause major disruptions in transportation and other services nationwide.

Social and economic disruptions would be more widespread if a radiological incident was located in a densely populated area or if radioactive material is carried downwind or downstream, or both, to a densely populated area. A radiological incident affecting a densely populated area would quickly exceed local, state, and regional response capabilities. The rapid deployment of national assets such as Hazardous Material Teams, Emergency Medical Teams, and National Guard Weapons of Mass Destruction (WMD) Civil Support Team (CST) would be critical to response.

1.2. General Indicators

Radiation cannot be detected by the human senses, only by radiation detection instruments. However, radiological exposure can result in observable effects such as radiation sickness or death. The severity of the exposure effects depend on the amount of radiation dose. Acute radiation sickness occurs when an individual is exposed to a large amount of radiation within a short period.

1.2.1 Symptoms of acute radiation sickness include:

- 1.2.1.1. Changes in blood cells and blood vessels
- 1.2.1.2. Skin irritation (similar to sunburn but lasting three weeks)
- 1.2.1.3. Gastrointestinal system effects
- 1.2.1.4. Nausea and vomiting
- 1.2.1.5. Diarrhea



- 1.2.1.6. High fever
 - 1.2.1.7. Hair loss
 - 1.2.1.8. Dermal burns
 - 1.2.1.9. Severe injury to internal organs
 - 1.2.1.10. Long-term physiological effects
 - 1.2.1.11. Symptoms may appear shortly after exposure, then disappear for a few days, and reappear in a much more serious form in a week or so.
- 1.2.2 Later symptoms may include:
- 1.2.2.1. Malaise, fatigue, and drowsiness
 - 1.2.2.2. Weight loss
 - 1.2.2.3. Fever
 - 1.2.2.4. Abdominal pain
 - 1.2.2.5. Insomnia and restlessness
 - 1.2.2.6. Blisters
 - 1.2.2.7. Large acute exposuers can also cause long-term delayed effects such as cancer.
- 1.2.3 Chronic exposure is continuous or repetitive exposure, such as occurs from natural background radiation.

1.3. Types of Radiation

- 1.3.1 Alpha radiation
- 1.3.1.1. Alpha particles are the heaviest and most highly-charged of the nuclear radiations.
 - 1.3.1.2. Alpha particles cannot travel more than a few inches in air and are completely stopped by an ordinary sheet of paper.
 - 1.3.1.3. Exposure to alpha radiation outside the body is not a serious hazard.
 - 1.3.1.4. If ingested through eating, drinking, or breathing contaminated materials, they can become an internal hazard, causing damage to internal organs.
- 1.3.2 Beta radiation
- 1.3.2.1. Beta particles are smaller and travel much faster than alpha particles.
 - 1.3.2.2. Exposure to beta particles from outside the body is normally thought of as a slight hazard.
 - 1.3.2.3. If the skin is exposed to large amounts of beta radiation for long periods, skin burns may result.
 - 1.3.2.4. If removed from the skin shortly after exposure, beta-emitting materials will not cause serious burns.
 - 1.3.2.5. Like alpha particles, beta particles may damage internal organs if ingested.



1.3.2.6. Beta-emitting contamination also can enter the body through unprotected open wounds or the lens of the eye.

1.3.3 Gamma radiation

1.3.3.1. Gamma rays are a type of electromagnetic radiation transmitted through space in the form of waves that travel at the speed of light.

1.3.3.2. Gamma rays are pure energy and therefore are the most penetrating type of radiation.

1.3.3.3. They can travel great distances and can penetrate most materials.

1.3.3.4. This creates a problem for humans, because gamma rays can attack all tissues and organs.

1.3.3.5. Large acute exposures to gamma radiation (approximately 100 rem) cause very distinctive, short-term symptoms.

1.4. Methods of Delivery

1.4.1 Improvised Nuclear Device (IND)

An IND is a crude, yield-producing nuclear weapon fabricated from diverted fissile material¹. Another definition is an illicit nuclear weapon bought, stolen, or otherwise originating from a nuclear State, or a weapon fabricated by a terrorist group from illegally obtained fissile nuclear weapons material that produces a nuclear explosion².

1.4.1.1. Suitcase bomb

It is possible to create a nuclear bomb small enough to be transported by one person using small amounts of nuclear material such as enriched uranium. Russia allegedly has an arsenal of suitcase-size nuclear bombs that could deliver a one-kiloton explosion capable of killing 100,000 people. As many as 84 such bombs were reported missing from Russia's arsenal in 1997. It is conceivable that a suitcase-size bomb could be brought into the U.S. hidden inside containerized imported cargo.

1.4.1.2. Attaché case bomb

Even smaller and lighter weight, atomic bombs the size of an attaché case were built by the United States in the 1970s and it is possible that they have also been produced in other countries. Bombs of this size would be easier to smuggle into the country.

1.4.2 Radiological Dispersal Device (RDD)

¹ *Protective Action Guides and Planning Guidance for Radiological Incidents, EPA, Jan 2017.*

² *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents, FEMA, Federal Register 73, no. 149 (August 1, 2008).*



A RDD is a device or mechanism that is intended to spread radioactive material from the detonation of conventional explosives or other means³. Another definition is a device that poses a threat to public health and safety through the malicious spread of radioactive material by some means of dispersion. The mode of dispersal typically conceived as an RDD is an explosive device coupled with radioactive material⁴

2. Biological Incident

2.1. Overview

A biological incident, in the context of terrorism, can be described as the use of a biological toxin or infectious agent (e.g., bacteria, viruses, fungi) with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a biological incident will vary based on the toxin or agent that is used, the method of delivery, and the manner of exposure.

A biological incident has the potential to expand beyond the initial point of attack through contagion or movement of the toxin or agent. A biological incident spread through contagion may be indistinguishable from a naturally occurring outbreak (e.g., seasonal influenza). It is possible that several days could pass before public health and medical authorities suspect that a biological incident may be the cause.

The time it takes for symptoms to appear after exposure can vary from almost immediate to days or weeks. The effects of exposure to a biological incident can range from somewhat debilitating to lethal. These differences have important implications that affect response planning including: treatment of mass casualties, appropriate treatment measures, measures to control the spread of disease, worker protections, decontamination measures, and handling of mass fatalities.

2.2. General Indicators

The initial indication of a biological incident may be the recognition by public health and medical authorities that a significantly increased number of people are becoming ill and presenting to local healthcare providers. General indicators may include:

- 2.2.1 Large epidemic, with an unusual number of ill or dying
- 2.2.2 Particularly high volumes of victims complaining primarily of respiratory symptoms which are severe, and are associated with an unprecedented mortality rate
- 2.2.3 The cause of the infection is unusual for the region
- 2.2.4 Multiple and simultaneous epidemics of animals and humans with the same illness

³ *Protective Action Guides and Planning Guidance for Radiological Incidents, EPA, Jan 2017.*

⁴ *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents, FEMA, Federal Register 73, no. 149 (August 1, 2008).*



- 2.2.5 The epidemic is caused by a multi-resistant pathogen that has never been discovered
- 2.2.6 Significant animal mortalities are observed
- 2.2.7 The delivery vehicle for the agent is identified
- 2.2.8 Prior intelligence reports or claims by terrorists of an attack
- 2.2.9 Symptoms vary with the type of biological agent, including:
 - 2.2.9.1. Febrile symptoms (e.g., fever, headache, confusion, blurred vision, brain swelling)
 - 2.2.9.2. Respiratory symptoms (e.g., coughing, flu-like symptoms, shortness of breath)
 - 2.2.9.3. Digestive and intestinal symptoms (e.g., vomiting, nausea, diarrhea)
 - 2.2.9.4. Skin symptoms (e.g., rash, sores, pain, itching, discoloration, painful skin lesions)
 - 2.2.9.5. Generalized symptoms (e.g., general malaise, muscular weakness, fatigue, numbness, paralysis, chills, shock)
 - 2.2.9.6. Death

2.3. Types of Biological Toxins or Infectious Agents

2.3.1 Biological Toxins

Biological toxins refer to poisons derived from plants, animals, or microorganisms (e.g., plants, shellfish, sponges, corals).

- 2.3.1.1. Biological toxins do not grow, reproduce, or die after they have been dispersed.
- 2.3.1.2. Relatively few are suitable for use as weapons. Examples include botulism, ricin, Staphylococcus enterotoxin B (SEB), and saxitoxin.
- 2.3.1.3. In most cases, biological toxins are difficult to synthesize in the laboratory and are obtained from the organisms that create them usually in very small quantities. An exception is ricin, which comes from the castor bean and is easy to prepare in large quantities.

2.3.2 Infectious Agents

Infectious agents refer to disease-causing living organisms also referred to as pathogens.

- 2.3.2.1. Pathogens have life cycles in which they grow, reproduce, age, and die.
- 2.3.2.2. Pathogens usually depend on another living organism, known as a host, to survive and grow.
- 2.3.2.3. Pathogens fall into several major groups, which differ in how they grow and spread:
 - (1) Bacteria (including mycoplasma and rickettsia)
 - (2) Viruses
 - (3) Protozoa
 - (4) Fungi (including yeasts and molds)



2.4. Methods of Delivery

A biological incident may be disseminated through air, water, or food. Once released, the biological toxins or infectious agents may be spread by vectors (i.e., infected animals or insects that serve as hosts to the organism), vehicles (i.e., inanimate carriers such as food and water), and carriers (i.e., infected humans can transmit to other humans).

Common mediums and methods of delivery include:

2.4.1 Air

The toxin or agent is suspended in a liquid droplet or dry particles released into the air. An aerosol of liquid droplets or dry particles is more likely to be inhaled. A spray of liquid droplets or dry particles is more likely to contaminate surfaces. Potential delivery devices include:

2.4.1.1. Spray cans

2.4.1.2. Commercial sprayers

2.4.1.3. Aerosol generators

2.4.1.4. Systems designed to distribute pesticides from air or ground (e.g., crop duster airplanes, truck sprayers)

2.4.1.5. Heating/ventilating/air conditioning (HVAC) systems

2.4.1.6. Fans

2.4.2 Water

The toxin or agent is used to contaminate a potable water supply. Examples include contamination of a municipal water supply system or bottled water-processing plants.

2.4.3 Food supply

See Agroterrorism.

3. Chemical Incident

3.1. Overview

A chemical incident, in the context of terrorism, can be described as the use of a toxic chemical agent with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a chemical incident will vary based on the chemical agent that is used, the method of delivery, and the concentration of exposure.

A chemical incident may involve the use of any toxic chemical agent. This includes those chemical agents developed or produced for commercial, industrial, and military uses. The concentration of a chemical agent can be affected by a number of variables including the



volatility of chemical and wind speed. A release in a closed space (e.g., subway station, airport terminal, theater) could result in concentrations high enough to injure or kill a large number of people. The release of a toxic chemical agent in an open area would likely result in lower concentrations with fewer injuries or fatalities. In general, a chemical agent in liquid or vapor form results in greater exposure than a chemical agent in solid form.

A chemical incident is likely to be identified from the overt terrorist act or the diagnosis of the resultant casualties. However, some chemical agents have an immediate effect (i.e. symptoms in a few seconds to a few minutes) and some have a delayed effect (i.e. 2 to 48 hours). It is possible that considerable damage may occur by the time the incident is detected and the cause identified.

3.2. General Indicators

A chemical incident could occur without warning. Some chemical agents may be odorless and tasteless. However, many chemicals at high concentrations can be detected by properly equipped and trained emergency responders. Some general indicators of a chemical incident include:

- 3.2.1 Explosion
- 3.2.2 Unexplained bomb or munitions-like material, especially if it contains a liquid
- 3.2.3 Abandoned spraying devices
- 3.2.4 Unusual number of sick or dying people with symptoms such as:
 - 3.2.4.1 Nausea
 - 3.2.4.2 Disorientation
 - 3.2.4.3 Difficulty breathing
 - 3.2.4.4 Convulsions
 - 3.2.4.5 Localized sweating
 - 3.2.4.6 Red eyes
 - 3.2.4.7 Red or blistered skin
- 3.2.5 Pattern of casualties such as;
 - 3.2.5.1 Outdoors, distributed downwind
 - 3.2.5.2 Indoors, grouped within a confined area (e.g., shared HVAC system).
- 3.2.6 Unexplained odors or unusual smells that are out of character with the surroundings such as:
 - 3.2.6.1 Fruity
 - 3.2.6.2 Flowery
 - 3.2.6.3 Sharp or pungent
 - 3.2.6.4 Garlic or horseradish-like
 - 3.2.6.5 Bitter almonds or peach kernels



- 3.2.6.6. New mown hay
- 3.2.7 Unusual fogs, clouds, mists, and liquids or surfaces with oily droplets or film, when there has been no recent rain. Low-lying cloud or fog-like condition inconsistent with surroundings.
- 3.2.8 Unexplained number of dead animals in the same area (including wild, domestic, small, large, birds, and fish)
- 3.2.9 Unexplained absence of normal insect activity (including ground, air, or water)
- 3.2.10 Trees, shrubs, bushes, food crops, or lawns that are dead, discolored, or withered, in the absence of drought conditions.

3.3. Chemical Agents

3.3.1 Categories

Chemical agents can be broadly grouped into three categories:

3.3.1.1. Harassing agents

Include substances that are sensory irritants and are not intended to kill or injure. In general, harassing agents have fleeting concentration dependent effects that resolve within minutes after removal. The casualty effects are not anticipated to exceed 24-hours nor require medical attention. Harassing agents are often referred to as Riot Control Agents (RCAs). They include:

- (1) Tear agents
- (2) Vomiting agents
- (3) Malodorants

3.3.1.2. Incapacitating agents

Include substances that produce debilitating effects with limited probability of permanent injury or loss of life. The casualty effects typically last over 24 hours and medical attention is recommended. They include:

- (1) Psychological agents
- (2) Other incapacitating agents

3.3.1.3. Lethal agents

Include substances intended to produce chemical casualties without regard to long-term consequences or loss of life. The casualty effects require medical treatment. They include:

- (1) Blister agents
- (2) Blood agents
- (3) Choking agents



(4) Nerve agents

3.3.2 Physical Forms

3.3.2.1. Vapor or gas

- (1) An agent in the gaseous state at normal temperatures and pressures.
- (2) An agent in the gaseous state at a temperature where the same substance can exist in the liquid or solid state. For example, evaporating liquids or sublimating solids produce vapors. The agent would resume their liquid or solid state under pressure at ordinary temperatures.

3.3.2.2. Aerosols and sprays

Aerosols and sprays refer to liquid droplets or dry particles suspended in air that are released into the air. The difference is in the size of the droplets or particles released by the device nozzle.

- (1) Aerosols have droplets or particles small enough to remain suspended and be inhaled.
- (2) Sprays have bigger droplets or particles, which fall to the ground more quickly and are more likely to contaminate surfaces and be absorbed through the skin or ingested.

3.3.2.3. Liquid

- (1) An agent in the liquid state at normal temperatures and pressures.
- (2) Solutions of solids or of viscous liquids. They are dissolved to improve flow characteristics and make them easier to disseminate.

3.3.2.4. Solid

- (1) An agent in the solid state at normal temperatures and pressures.
- (2) May take the form of particulates (i.e. powder), which can be inhaled or absorbed through mucous membranes, eyes, or sweat dampened skin. They can be dissolved to form liquid agents.

3.4. Methods of Delivery

Chemical agents can be difficult to deliver in lethal concentrations. Potential delivery methods of chemical agents include:

3.4.1 HVAC system of a building

3.4.2 Misting, aerosolizing device, or sprayer

3.4.3 Passive release (e.g., open container)

3.4.4 Bomb, mine, or other explosive device

3.4.5 Used to disperse a chemical agent other than that used to create the explosion

3.4.6 Improvised chemical device



- 3.4.7 Combination of commonly available chemicals to produce a dangerous chemical
- 3.4.8 Sabotage of the transportation or storage of chemical agents developed or produced for commercial, industrial, and military uses

4. Improvised Explosive Device (IED) Incident

4.1. Overview

An IED incident can be described as the use of a “homemade” bomb or destructive device to destroy, incapacitate, harass, or distract. The primary focus of this subsection is explosive-base IEDs. The use of an IED for the dispersal of radiological material (i.e., Radiological Dispersal Device) is addressed in Subsection 1; dispersal of biological material is addressed in Subsection 2; and, dispersal of chemical material is addressed in Subsection 3.

Due to their improvised nature an IED can take many forms. Examples range from a small pipe bomb to a sophisticated device capable of causing massive damage and loss of life. An IED consists of a variety of components that including initiator, switch, main charge, power source, and a container. An IED may be surrounded by or packed with additional materials such as nails, glass, or metal fragments designed to increase the amount of shrapnel propelled by the explosion. An IED can be initiated by a variety of methods depending on the intended target.

An IED is likely to be placed in a public place or high traffic area to maximize damage and casualties. Generally, explosions within confined buildings will have the greater number of casualties due to confinement of the blast wave and possible structural collapse. The primary injuries involved in bombings involve blunt trauma and multiple penetrating injuries.

The U.S. Department of Health & Human Services (HHS) defines four types of blast injuries:

4.1.1 Primary

Unique to High Explosive. Injuries result from the impact of the over-pressurization wave. Injuries include pulmonary damage, hollow viscus injury, and ruptured organs.

4.1.2 Secondary

Injuries result from flying debris and bomb fragments. Injuries include penetrating trauma, fragmentation injuries, and blunt trauma.

4.1.3 Tertiary

Injuries result from individuals being thrown by the blast wind. Injuries include fractures, amputations, and blunt or penetrating trauma.

4.1.4 Quaternary

All explosion-related injuries, illnesses, or diseases not due to primary, secondary, or tertiary types of injuries. Injuries include burns, asphyxia, toxic exposures, or crushing injuries.



4.2. Explosive Materials

Many commonly available materials such as fertilizer, gunpowder, and hydrogen peroxide can be used as the explosive materials in IEDs.

Table 4-1: Examples of IED Materials

Material	Common Uses	Common Form	Known IED Use
High Explosives			
Ammonium Nitrate and Fuel Oil (ANFO)	Mining and Blasting ⁵	Solid	Oklahoma City bombing, 1995
Triacetone Triperoxide (TATP)	No common uses; mixed from other materials	Crystalline solid	London bombings, 2005
Semtex, C-4	Primarily military	Plastic solid	Irish Republican Army bombings
Ethylene Glycol Dinitrate (EGDN)	Component of low-freezing dynamite	Liquid	Millennium Bomber, intended for Los Angeles airport, 1999
Urea Nitrate	Fertilizer	Crystalline solid	World Trade Center, 1993
Low Explosives			
Smokeless Powder	Ammunition	Solid	Olympic Park bombing, 1996

Source: Fact Sheet “IED Attack”, prepared by the National Academy of Engineering and the National Research Council of the National Academies in cooperation with the U.S. Department of Homeland Security.

4.3. General Indicators

4.3.1 IEDs have five basic components.

4.3.1.1. Initiator

4.3.1.2. Switch

The use of cell phones is expanding as a switch or sensor to detonate IEDs.

4.3.1.3. Main charge

4.3.1.4. Power source

4.3.1.5. Container

These components may be very crude or sophisticated depending upon the knowledge and the ability of the bomb maker.

4.3.2 Protruding wires or fuses

4.3.3 Containers left in high traffic or specific CIKR locations

4.3.4 Unusual chemical odors or stains on a container

⁵ Ammonium nitrate (without fuel oil) is used as fertilizer.



4.3.5 Signs of a previous explosion as some bomb makers may test their bomb design prior to the actual attack

4.4. Method of Delivery

An IED can be delivered in a variety of methods including:

4.4.1 Vehicle

Vehicle-borne improvised explosive device (VBIED), either stationary or moving

4.4.2 Suicide bomber

Either male or female; may have a partner suicide bomber for a secondary targets such as first responders.

4.4.3 Concealment options for smaller explosives:

4.4.3.1. Backpacks, suitcases, briefcases, satchels, of various types and sizes looking like everyday items

4.4.3.2. Jars, bottles, and can containers some resembling sports drinks of various sizes

4.4.3.3. Shoes and clothing

4.4.4 Fragmentation of IEDs has been used to increase the distance bomb fragments travel by including materials such as nails, steel balls, etc. either placed inside the container or wrapping them on the outside of the bomb.

4.4.5 Diversionary tactics have been used by terrorists to draw first responders away from the primary target. Some indicators of diversionary tactics are:

4.4.5.1. Reports of suspicious activities or bomb threats in multiple locations throughout the jurisdiction

4.4.5.2. Reported multiple incidents that require the response of specialized units

4.4.5.3. Significant increase in minor incidents requiring the response by first responders to investigate

4.4.5.4. Activity increases inconsistent with normal call patterns

4.5. Stand-off Distances

A “stand-off distance” is the distance between the device and those being protected and to safeguard life. There needs to be a stand-off distance for an explosive device or bomb threat with a found unknown object. The following chart is only a general “rule of thumb” for stand-off/evacuation distances.

Table 4-2: DHS/FBI Bomb Threat Stand-Off Card

Threat	Explosives Capacity (lbs)	Mandatory Evacuation Distance (ft)	Shelter in Place Zone (ft)	Preferred Evacuation Distance (ft)
Pipe Bomb	5	70	71-1,119	+1,200



Threat	Explosives Capacity (lbs)	Mandatory Evacuation Distance (ft)	Shelter in Place Zone (ft)	Preferred Evacuation Distance (ft)
Suicide Bomb	20	110	111-1,699	+1,700
Briefcase	50	150	151-1,849	+1,850
Car	500	320	321-1,899	+1,900
SUV/Van	1,000	400	401-2,399	+2,400
Small Delivery Truck	4,000	640	641-3,799	+3,800
Container/Water Truck	10,000	860	861-5,099	+5,100
Semi-Trailer	60,000	1,570	1,571-9,299	+9,300

Source: National Counterterrorism Center website, accessed 09/23/21.

5. Improvised Incendiary Device (IID) Incident

5.1. Overview

An IID incident can be described as the use of an improvised incendiary device or “firebomb” to destroy, incapacitate, harass, or distract. An IID can be made from everyday items that are purchased from various stores with little or no detection. They can be used against various targets with little detection. They require little or no training to construct or use. They have been used against government facilities, commercial buildings, vehicles, and railroad lines. They may be used in crowded areas with limited evacuation points to cause panic. They are capable of causing mass casualties, fear, and panic.

5.2. General Indicators

5.2.1 Suspicious Fire(s)

Fire(s) that are suspicious in nature with broken glass or melted plastic close to the origin of the fire.

5.2.2 Container(s) of Unknown Liquid

Found container(s) of unknown liquid that appear to have burn residue by the opening, which are found in public places.

5.2.3 Container(s) of Highly Flammable Liquids

Containers with highly flammable liquids, acids, or other unusual chemicals, which normally are not marked.

5.2.4 Fuel Odor

Smell of gasoline or fuels

5.2.5 Tubing, glass jars, bottles, or large number of matches



5.3. Types

5.3.1 Molotov cocktail

Small glass container with gasoline and a cloth that is lit and thrown.

5.3.2 Suitcase

Suitcase with flammable liquids inside with a delayed ignition device.

5.4. Method of Delivery

5.4.1 Triggering methods

5.4.1.1. Chemical reactions (e.g. burning fuses)

5.4.1.2. Electronic ignition (e.g. relays, switches, timing device)

5.4.1.3. Mechanical ignition (e.g. wires, pins, pressure plates)

5.4.2 Dissemination systems and devices

5.4.2.1. Thrown by hand

5.4.2.2. Placed in stationary manner

5.4.2.3. Self-propelled

5.4.2.4. Placed in a vehicle driven into a building or crowd

6. Cyber Incident

6.1. Overview

A cyber incident can be described as the hostile use of information technology by individuals or groups for the purpose of financial gain or as an action to further a social or political agenda. This includes the use of information technology to threaten, exchange information, or organize and execute attacks against networks, computer systems, and infrastructure. Familiar cyber incidents include, but are not limited to, unauthorized access to networks, infection of vulnerable systems by computer virus, web site defacing, and denial-of-service attacks.

6.2. Types of Cyber Incidents

In most cases a cyber incident can be characterized as either being carried out for financial gain, directly or as a hired actor, or to further a social or political agenda. Types of cyber incidents include:

6.2.1 Penetration of a system to modify its output

Embedding code (e.g. Trojan horses or “logic bombs”) to perform unauthorized functions later.

6.2.2 Theft



System penetration with the goal of stealing information or sensitive data (e.g. password cracking and theft, "packet sniffing").

6.2.3 Disabling a system

Disruption of information structures (e.g., using e-mail bombings, spamming, denial-of-service attacks, or viruses) to crash or disable a system.

6.2.4 Taking control of a system

Taking over a system (e.g. an air traffic system, a manufacturing process control system, a subway or train system, a 911 communications system) to use it as a weapon.

6.2.5 Website defacement

Hacking into a website and changing its contents to spread misinformation, incite to violence, generate fear, or create chaos.

6.3. Techniques

The cyber incident hazard is rapidly evolving. The following describes a variety of techniques that have been used:

6.3.1 Phishing

A malicious attempt to obtain sensitive information by disguising as a trustworthy entity in an electronic communication.

6.3.2 Spear-phishing

A phishing attempt directed at specific individuals or companies. Attacks may gather personal information about their target to increase their probability of success.

6.3.3 Social engineering

A psychological manipulation of people into performing actions or divulging confidential information.

6.3.4 Malware

Any software used to disrupt computer or mobile operations, gather sensitive information, gain access to private computer systems, or display unwanted advertising. Malware is a general term used to refer to a variety of forms of hostile or intrusive software including:

6.3.4.1. Virus

A computer virus is a type of malicious software program that, when executed, replicates by reproducing itself or infecting other computer programs by modifying them. Viruses often perform some type of harmful activity on infected host computers.



6.3.4.2. Worms

A computer worm is a standalone malware computer program that replicates itself in order to spread to other computers. Probably the most common code spread by worms is to install a backdoor allowing the computer to be remotely controlled as a “zombie”. Networks of such machines are often referred to as botnet and are very commonly used for a range of malicious purposes, including sending spam or performing Denial of Service attacks. Other code spread by worms might delete files on a host system, encrypt files in a ransomware attack, or steal confidential data.

6.3.4.3. Trojan

Any malicious computer program used to hack into a computer by misleading users of its true intent. Trojans are generally spread by some form of social engineering. A Trojan allows an attacker to access personal information.

6.3.5 Botnet

A number of internet-connected devices used by a botnet owner to perform various tasks. Botnets can be used to perform Distributed Denial of Service Attack, steal data, send spam, allow the attacker access to the device and its connection.

6.3.6 Web Application Security

Websites are often attacked directly. Hackers either seek to compromise the corporate network or the end-users accessing the website. The majority of web application attacks occur through cross-site scripting (XSS) and SQL injection attacks which typically result from flawed coding, and failure to sanitize input to and output from the web application.

6.3.7 Web Stolen devices

Stolen or lost smartphones, notebook computers, and tablets endanger private and corporate information.

6.3.8 Malicious insiders

An insider is anyone who has approved access, privilege, or knowledge of information systems, information services and missions. A malicious insider is one motivated to adversely affect an organization's mission by taking action that compromises information confidentiality, integrity, or availability.⁶

6.3.9 Denial of service

⁶ Maybury, Mark. “How to Protect Digital Assets from Malicious Insiders.” I3P. Available at: <http://www.thei3p.org/research/mitremi.html>. Last visited: March 27, 2013.



Distributed denial-of-service attacks target websites and online services. The aim is to overwhelm them with more traffic than the server or network can accommodate. The goal is to render the website or service inoperable.

The traffic can consist of incoming messages, requests for connections, or fake packets. In some cases, the targeted victims are threatened with a DDoS attack or attacked at a low level. This may be combined with an extortion threat of a more devastating attack unless the company pays a cryptocurrency ransom. In 2015 and 2016, a criminal group called the Armada Collective repeatedly extorted banks, web host providers, and others in this way.⁷

6.3.10 High Energy Radio Frequency Weapon (HERF)

A directed-energy weapon used to disrupt digital equipment, such as computers. HERF works by blasting high-intensity radio waves at electronics, disrupting their operation.

6.3.11 Electromagnetic Pulse (EMP) Weapon

Minor EMP event can cause low levels of electrical noise or interference which can affect the operation of susceptible devices. A large and energetic EMP event can induce high currents and voltages which can temporarily disrupt or permanently damage susceptible devices.

6.3.12 System intrusion

Unauthorized entry into a computer system or network (hacking).

6.3.13 Logic bomb

A piece of code intentionally inserted into a software system that will set off a malicious function when specified conditions are met.

6.3.14 Packet sniffing

A computer program or piece of computer hardware that can intercept and log traffic that passes over a digital network or part of a network.

6.3.15 Spamming

The use of electronic messaging systems to send an unsolicited message, especially advertising, as well as sending messages repeatedly on the same site.

6.3.16 Virtual sit-in

⁷ Norton Website. "Emerging Threats." Available at: <https://us.norton.com/internetsecurity-emerging-threats-what-is-a-ddos-attack-30sectech-by-norton.html>. Accessed: September 23, 2021.



A form of electronic civil disobedience using a distributed denial-of-service attack (DDOS).

7. Food and Agricultural Incident

7.1. Overview

A food and agricultural incident, in the context of terrorism, can be described as any intentional actions that threaten or disrupt the means of production or the quantity, quality, or safety of the state's food and agricultural products. This includes the introduction and spread of plant and animal pests and diseases. Specifically, diseases that have the potential to spread to humans (zoonotic diseases) such as brucellosis and rabies; that may spread from farm to farm such as foot-and-mouth disease (FMD) or pseudorabies; and diseases that cause other states and nations to close trade doors to our livestock and agricultural products such as avian influenza or tuberculosis.

Agroterrorism has been defined by FBI as; "the deliberate introduction of an animal or plant disease for the purpose of generating fear, causing economic losses, or undermining social stability."

7.2. General indicators

- 7.2.1 Thefts or missing anhydrous ammonia or other fertilizer products
- 7.2.2 Thefts or missing livestock
- 7.2.3 Diseased animals in a previously healthy population
- 7.2.4 Suspicious individuals taking photos or asking questions around food processing facilities or farms
- 7.2.5 Individuals renting agriculture-related equipment with no logical reason or purpose
- 7.2.6 Individuals or vehicles that are found to have manuals, biological or chemical agents, or vaccines for no related agricultural or livestock purpose
- 7.2.7 Attempted or break-ins at livestock facilities
- 7.2.8 Altered documents for animals being transported

7.3. Types

- 7.3.1 Foot and Mouth Disease (FMD) as a Primary Threat
 - 7.3.1.1. Highly contagious virus in mainly hoofed animals
 - 7.3.1.2. Airborne transmission with a range of 50 miles
 - 7.3.1.3. FMD virus can survive in straw and clothing for a month
 - 7.3.1.4. Generally, people cannot contract the disease but can carry the virus in their lungs and transmit it to animals for up to 48 hours



- 7.3.1.5. To limit the spread, requires the immediate limitations on the movement of animals
- 7.3.2 Food production and distribution contamination
 - 7.3.2.1. Involves the dissemination of such bacteria and toxins as botulism, E. coli, and salmonella
 - 7.3.2.2. Fruit and vegetable packing plants are amount the most vulnerable for attacks
 - 7.3.2.3. Processed foods move within hours to distribution centers which could be before the detection of any contamination

7.4. Method of Delivery

- 7.4.1 There are four categories of agroterrorists involved in various delivery methods:
 - 7.4.1.1. Transnational groups emanating from outside of the United States
 - 7.4.1.2. Economic opportunists that attempt to manipulate the financial markets
 - 7.4.1.3. Domestic terrorists such as a disgruntled employee or an individual with a grudge against the government
 - 7.4.1.4. Militant animal rights or environmental activists against the use of animals for food
- 7.4.2 During transportation around truck stops, rest areas, etc.
- 7.4.3 Aerial application of chemical agents by rented aircraft
- 7.4.4 Direct contamination at processing plants prior to shipment
- 7.4.5 Direct contamination at final food distribution sites such as grocery stores and restaurants prior to purchase.

7.5. Vulnerabilities in Agricultural Areas

- 7.5.1 Insufficient security and surveillance at various sites and facilities
- 7.5.2 New and larger concentration of livestock limiting attending to animals individually
- 7.5.3 Livestock becoming more susceptible to disease
- 7.5.4 Lack of effective disease reporting systems as producers lack incentives and fear monetary losses
- 7.5.5 Lack of training of veterinarians and others in recognizing foreign livestock diseases



Wisconsin Emergency Response Plan
Threat Characteristics

**Terrorism
Attachment 1**

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Attachment 2

Terrorist Incident Response Checklist

Terrorist Incident Response Checklist



Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist

**Terrorism
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Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist

**Terrorism
Attachment 2**

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1. Terrorism Incident Response Checklist

The response actions below are most appropriate for an incident involving conventional weapons, nuclear devices, or chemical agents where there is a specific incident location.

Table 1: Terrorism Incident Response Checklist

✓	Action Item	Assigned
	Initial Response	
	1. Deploy response forces.	
	2. Activate incident command post at the incident site to direct emergency operations.	
	3. If incident appears to be terrorism-related, ensure law enforcement personnel are advised and respond to the incident site.	
	4. Isolate the area and deny entry. Reroute traffic as needed.	
	5. Determine and report: <ul style="list-style-type: none"> ○ Observed indicators of use of chemical/biological weapons ○ Wind direction and weather conditions at scene ○ Plume direction, if any ○ Approximate number of apparent victims ○ Orientation of victims ○ Types of victim injuries and symptoms observed ○ Observations or statements of witnesses 	
	6. If possible, determine type of weapon used using appropriate detection equipment, response guides, damage characteristics, and casualty symptoms.	
	7. Establish scene control zones (hot, warm, and cold) and determine safe access routes and location of staging area. Establish initial operating boundaries for crime scene and incident area.	
	8. Implement crowd control measures, if necessary.	
	9. Determine and implement requirements for protective clothing and equipment for emergency responders.	
	10. Establish communications among all response groups.	
	11. Protect against secondary attack.	
	12. Activate the local EOC to site support emergency operations.	
	13. Determine requirements for specialized response support.	
	14. Make notification to Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM).	
	15. Obtain external technical assistance to determine potential follow-on effects.	
	16. Request/deploy hazardous materials response team, if appropriate.	
	17. Request/deploy bomb squad, if appropriate.	
	18. Identify areas that may be at risk from delayed weapon effects. <ul style="list-style-type: none"> ○ Determine and implement protective measures for public in those areas. ○ Determine and implement protective measures for special facilities at risk. 	
	19. Extinguish fires and identify potential hazards such as ruptured gas lines, downed power lines, and residual hazardous materials.	
	20. Make notifications to adjacent jurisdictions that may be affected.	
	21. If the effects of the incident could adversely affect water or wastewater systems, advise system operators to implement protective measures.	
	Medical Management	
	22. Advise emergency medical services (EMS) and hospitals of possibility of mass	



Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist

**Terrorism
 Attachment 2**

✓	Action Item	Assigned
	casualties/contaminated victims.	
	23. Establish site for patient triage.	
	24. Establish site for gross decontamination and a casualty collection area for decontaminated victims located away from the site of primary emergency operation, but accessible by transport vehicles, as appropriate.	
	25. Conduct initial triage and provide basic medical aid to victims in warm zone if protective equipment is not required.	
	26. Conduct gross decontamination of victims showing signs of contamination. Separate victims that show no signs of contamination for evaluation.	
	27. Conduct follow-on triage and treatment of victims in cold zone.	
	28. Transport victims to medical facilities for further treatment.	
	29. Request state and/or federal medical assistance, if needed.	
	Fatality Management	
	30. Alert Coroner/Medical Examiner and funeral directors of any potential mass fatality situation and arrange for temporary holding facilities for bodies, if necessary. Highlight need to preserve evidence.	
	31. Coordinate with Coroner/Medical Examiner and law enforcement to determine autopsy requirements for victims.	
	32. Transport deceased to morgue, mortuary, or temporary holding facilities after authorization from lead agency.	
	Other Response Actions	
	33. Request additional response resources, if needed. <ul style="list-style-type: none"> ○ Activate mutual aid agreements. ○ Request state or federal assistance, as needed. 	
	34. Designate staging areas for incoming resources from other jurisdictions, state and federal agencies, and volunteer groups separate from operational staging area.	
	35. If evacuation has been recommended: <ul style="list-style-type: none"> ○ Activate shelter/mass care facilities to house evacuees. ○ Provide transportation for evacuees without vehicles. ○ Provide security for shelters. 	
	36. If evacuation of special facilities (schools, nursing homes, hospitals, correctional facilities) has been recommended: <ul style="list-style-type: none"> ○ Assist facilities in arranging suitable transportation and carrying out evacuation. ○ Assist facilities in arranging suitable temporary reception facilities. 	
	37. Provide information and instructions to the public. <ul style="list-style-type: none"> ○ Activate emergency public information operation. ○ Identify facilities for use by media. 	
	38. Identify, collect, and control evidence and conduct investigations.	
	39. Provide security at crime scene and evacuated areas.	
	40. Establish and operate access control points for incident, evacuated, and contaminated areas.	
	41. For incidents involving biological agents, consider measures to restrict person-to-person transmission of disease such as quarantine, closure of schools and/or businesses, and restrictions on mass gatherings.	
	42. Alert human resources agencies to provide disaster mental health services and human services support to victims.	
	43. Determine how pets, livestock, and other animals left in evacuated or contaminated areas will be handled.	



Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist

**Terrorism
 Attachment 2**

✓	Action Item	Assigned
	44. Decontaminate essential facilities and equipment, if feasible.	
	45. Request technical assistance in assessing environmental effects.	

2. Useful Points of Contact

Table 2: Useful Points of Contact

Organization	Provides	Contact #
WEM Duty Officer	Initiates state agency support and opening of the SEOC	800-943-0003
CHEMTREC	Technical assistance for hazardous materials incidents.	800-424-9300 (24 hours)
National Response Center Chem-Bio Hotline	The National Response Center (NRC) is a part of the federally established National Response System and staffed 24 hours a day by the U.S. Coast Guard. It is the designated federal point of contact for reporting all oil, chemical, radiological, biological and etiological discharges into the environment, anywhere in the United States and its territories. The NRC also takes maritime reports of suspicious activity and security breaches within the waters of the United States and its territories.	800-424-8802 (24 hours)
Wisconsin Department Health Services (WI DHS), Nuclear & Radiological Section	Technical assistance for emergency responders for incidents involving radiological materials.	WEM Duty Officer
Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) Fusion Center	The central facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities for the state.	608-242-5393 or (888) DCI-WSIC
STAC Fusion Center	City of Milwaukee and metro area facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities in Milwaukee.	414-935-7741
FBI Office	Federal law enforcement/terrorism assistance. -Offices in Milwaukee, Madison, Green Bay, Eau Claire, and La Crosse	414-276-4684 (24 hour)
ATF Office (Milwaukee)	Federal expertise in explosive devices.	414-727-6170



Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist

**Terrorism
Attachment 2**

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Attachment 3

WI Dept. of Health Services Unknown Substance Protocol

Unknown Substance Protocol



Wisconsin Emergency Response Plan
WI DHS Unknown Substance Protocol

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Wisconsin Emergency Response Plan
WI DHS Unknown Substance Protocol

**Terrorism
Attachment 3**

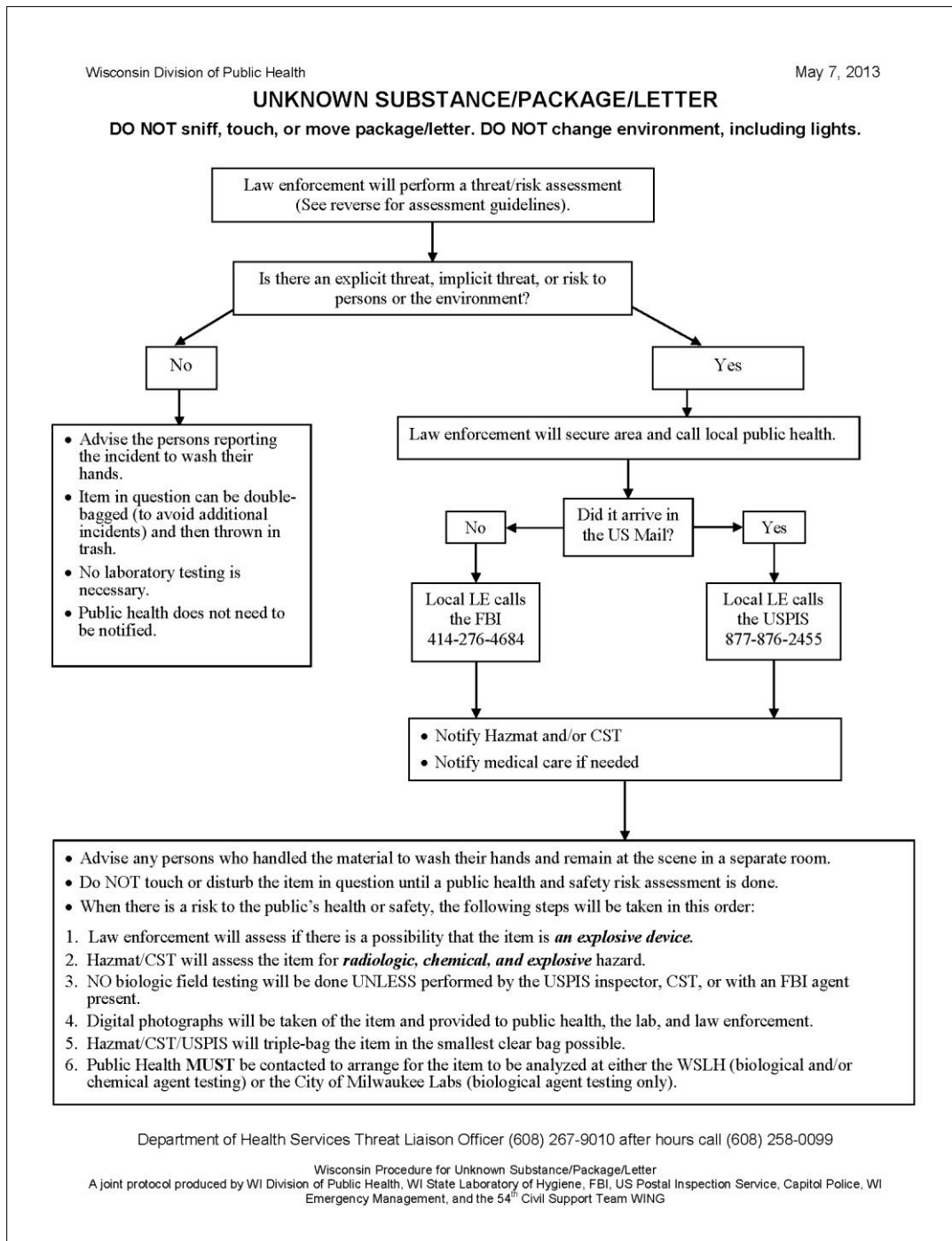
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1. Procedure for Unknown Substance

1.1. Package or Letter

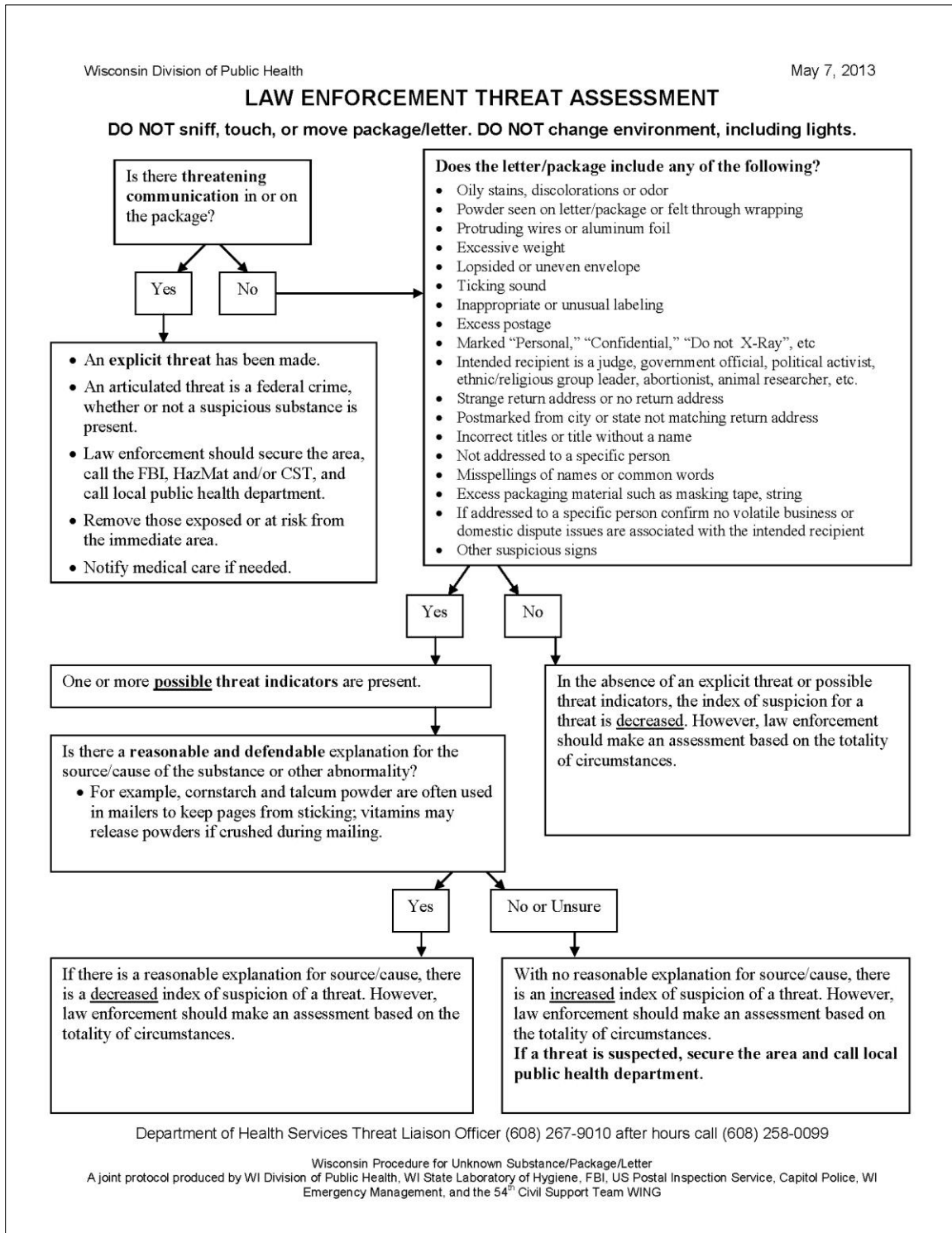
Figure 1: Procedure for Unknown Substance





1.2. Law Enforcement Threat Assessment

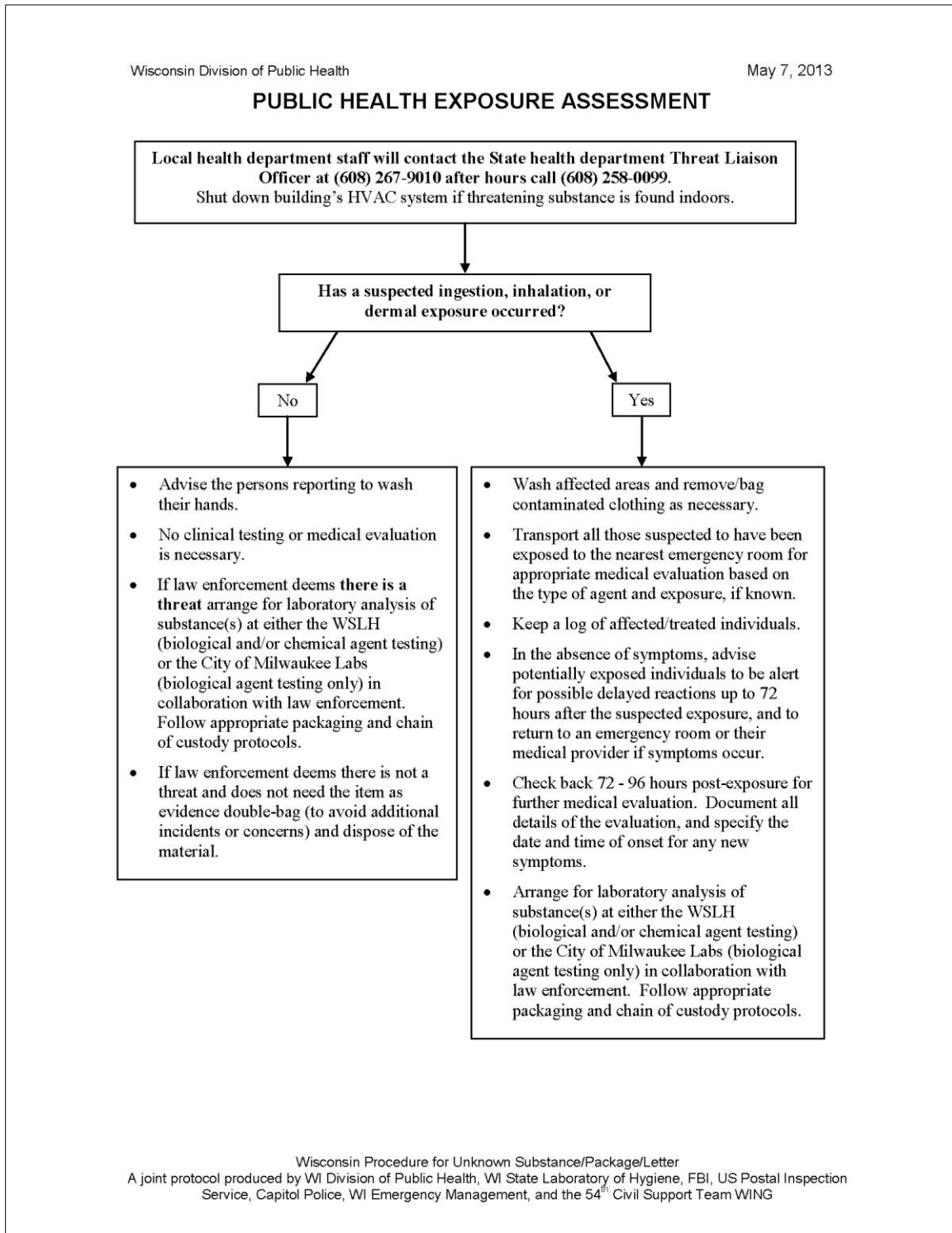
Figure 2: Law Enforcement Threat Assessment





1.3. Public Health Exposure Assessment

Figure 3: Public Health Exposure Assessment





2. Handling Powder-Contaminated Letters or Packages

Figure 4: Handling Powder-Contaminated Letters or Packages



WISCONSIN DEPARTMENT OF HEALTH SERVICES
Division Of Public Health

January 6, 2012

Handling Powder-Contaminated Letters or Packages

Supplement Guidance for Mail Rooms to United States Postal Service Poster 84

Handling contaminated letters or packages can put anyone, including trained professionals, at risk. If you receive suspicious mail, **call 911** immediately. For the safety of yourself and others, be sure to avoid:

- *Shaking or emptying the contents of the item.*
- *Showing the item to others or moving it once it has been placed on the nearest stable surface.*
- *Sniffing, touching, tasting, or inspecting the item or any contents that may have spilled.*

If you have opened an envelope or package and you **suspect** there is a **hazardous powder** present, **call 911** and:

1. Place the envelope or package (item) on the nearest stable surface.
2. The person(s) who handled the item should remain in the room, move slowly away from the item, and then move as little as possible until they receive instructions from law enforcement officials, emergency responders, or public health authorities. This will greatly reduce the risk of exposure to others.
3. The person(s) who handled the item should alert other persons in the area. Person(s) that did not handle the item should leave the room. No objects (e.g., handbags, knapsacks, coats) should be removed from the room.
4. Notify a supervisor or a security officer, and contact your local law enforcement agencies. Only allow law enforcement or first responders to examine the item.
5. People departing should close any doors to prevent others from entering the area. If possible, turn off any fans in the room and close any open windows.
6. People departing should wash hands and other exposed skin with soap and water.
7. People departing should remain in the immediate area outside of the room/building and wait for law enforcement officials, emergency responders, or public health authorities to provide decontamination and further evacuation instructions.
8. The safety officer or supervisor should create a list of persons who were in the room or area when the item was recognized and a list of persons who may have handled the item. Give the list to the local law enforcement officials, emergency responders, or public health authorities responding to the event.

The recommendations are based on a recent study, Kournikakas B et al. *Anthrax Letters in an Open Office Environment: Effects of Selected CDC Response Guidelines on Personal Exposure and Building Contamination*, published in the Journal of Occupational & Environmental Health Feb 2011.

Developed by the Wisconsin Bureau of Communicable Diseases and Emergency Response
Public Health Preparedness Program
P-00338 (5/12)



Severe Weather Incident Annex



Wisconsin Emergency Response Plan
Severe Weather Incidents

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Wisconsin Emergency Response Plan
Severe Weather Incidents

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Wisconsin Emergency Response Plan **Severe Weather Incidents**

Table 1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Health Services (WI DHS) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Wisconsin Department of Transportation/Traffic Management Center (WisDOT/TMC) Wisconsin Department of Transportation/Wisconsin State Patrol(WisDOT/WSP)
Incident Coordinating Agencies	National Weather Service, Chanhassen, MN National Weather Service, Duluth, MN National Weather Service, Green Bay, WI National Weather Service, LaCrosse, WI National Weather Service, Sullivan, WI
Federal ESF Coordinating Agency	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

The Severe Weather Incident Annex outlines the organization, responsibilities, operational concepts, and procedures specific to a state level response to a severe weather incident, when local capabilities are overwhelmed. When possible, state agency responses to severe weather impacts will be through already-established assignments of responsibility in other Wisconsin Emergency Response Plan (WERP) elements.

1.2. Scope

1.2.1. This plan applies to all severe weather incidents that overwhelm local capabilities and could have serious impacts on the State and its population.

1.2.2. For the purposes of this plan:

1.2.2.1 A "severe weather incident" refers to a weather related incident that threatens, or causes disruptions to one or more of the following:

- A) Public safety
- B) State or regional economy
- C) Governmental functions

1.2.2.2 "Localized" is used to describe an incident with the following characteristics:



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- A) Of short duration
- B) Adversely affecting a small number of municipalities, tribes, or counties
- C) That may cause:
 - (1) Power outages
 - (2) Evacuations
 - (3) Transportation system disruptions that temporarily isolate an affected area and immobilize a population or limit the ability of the population to evacuate, or both
 - (4) Other adverse consequences within a limited geographical area

1.3. Situation Overview

1.3.1. Severe Weather Types

The Wisconsin Threat and Hazard Identification and Risk Assessment (THIRA) an adjunct to the WERP and Appendix to the Wisconsin Hazard Mitigation Plan (WHMP), identifies 13 hazards that could plausibly occur in the state and would have a significant effect on the state. The THIRA includes an in-depth analysis for each of the identified threats and hazards. Severe weather types include:

1.3.1.1 Severe Weather

Including tornadoes and high winds, hail, and lightning.

1.3.1.2 Flooding

Including dam failure, landslide, and land subsidence.

1.3.1.3 Drought and extreme heat

Note: See WERP Drought Annex for further information on state drought response.

1.3.1.4 Winter storms and extreme cold

1.3.2. Severe Weather Impacts

Severe weather may, in a relatively short period of time, create circumstances that threaten public safety by:

1.3.2.1 Overwhelming local, county, and tribal highway crews.

1.3.2.2 Causing power outages that impact electricity-dependent populations, data systems, and critical infrastructure.

1.3.2.3 Overwhelming storm sewer and wastewater treatment facilities.

1.3.2.4 Impairing or make impassable ingress and egress routes from affected areas.



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1.3.2.5 Displacing populations.

- A) Transportation resources such as roadways and bridges impairing or making impossible evacuation from, or emergency responder access to, affected areas.

1.4. Planning Assumptions

- 1.4.1. Severe weather events can occur during any season.
- 1.4.2. Severe weather usually occurs with some advance warning, however some incidents such as flash flooding may occur with very little or no warning.
- 1.4.3. Severe weather incidents may create significant numbers of people who are temporarily homeless and who require short-term sheltering or moderate-term temporary housing.
- 1.4.4. During a severe weather incident:
 - 1.4.4.1 A detailed and credible common operating picture may not be immediately available.
 - 1.4.4.2 Initial response activities may begin without complete situational awareness and before the full impact of the incident can be appreciated.
 - 1.4.4.3 Responding agencies must be flexible and scale their activities as the situation warrants.
- 1.4.5. ESF 5 governs coordination of state support to local jurisdictions during a severe weather incident.
- 1.4.6. Severe weather incidents involve responders from multiple public safety disciplines. In order to maintain situational awareness and a common operating picture, all responding units should have interoperable communications with the incident command post (ICP) in accordance with ESF 2.
- 1.4.7. The areas of the state most vulnerable to severe weather are places where people have insufficient shelter and may be difficult to reach with warning messages. Such areas include highways and outdoor places of assembly, such as:
 - 1.4.7.1 Rural areas
 - 1.4.7.2 Fairgrounds
 - 1.4.7.3 Outdoor concert venues
 - 1.4.7.4 Exhibit areas
 - 1.4.7.5 Stadiums, amphitheaters, and other large sports and recreation facilities
- 1.4.8. Severe weather may directly impact populations in the short or long-term by damaging or destroying:



Wisconsin Emergency Response Plan **Severe Weather Incidents**

- 1.4.8.1 Homes
- 1.4.8.2 Businesses
- 1.4.8.3 Public facilities
- 1.4.8.4 Emergency response equipment and facilities
- 1.4.9. Severe weather may also indirectly impact populations by damaging or destroying critical infrastructure and key resources assets such as:
 - 1.4.9.1 Hospitals and health care facilities
 - 1.4.9.2 Energy generation or distribution facilities and equipment
 - 1.4.9.3 Water and wastewater treatment facilities and equipment
 - 1.4.9.4 Landline and wireless telecommunications facilities.
 - 1.4.9.5 Internet and data hubs and facilities

2. Concept of Operations

2.1. Monitoring

- 2.1.1. The WEM Duty Officer (DO) monitors weather conditions across Wisconsin.
 - 2.1.1.1 The NWS offices serving Wisconsin provide WEM with early warning of potential, pending, or occurring severe weather.
 - 2.1.1.2 Emergency managers and volunteer SkyWarn weather observers report severe weather to the WEM duty officer (DO) through:
 - A) County, local, and tribal emergency managers or WEM regional directors
 - B) The 24-hour WEM 800.943.0003 telephone number.
- 2.1.2. The WEM DO Manual provides the WEM DO with standard operating guidelines and procedures to follow when severe weather occurs, threatens, or is predicted. They include:
 - 2.1.2.1 Procedures for webinars, conference calls, and other collaborative meetings intended to apprise state leadership, state agencies, and municipal, county, and tribal emergency managers of potential severe weather.
 - A) These collaborations are conducted by WEM, in partnership with NWS.
 - 2.1.2.2 Define the means of state agency notification of severe weather incidents in conjunction with individual agency plans unless the SEOC is mobilized.



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2.2. Annex Activation

2.2.1. This annex can be activated by WEM management following:

2.2.1.1 A county or tribal emergency manager who requests state level assistance because local resources are either overwhelmed or are threatened with becoming overwhelmed by current or developing severe weather conditions.

2.2.1.2 A request by a WEM regional director who requests state level assistance because resources within his/her region are either overwhelmed or are threatened with becoming overwhelmed by current or developing severe weather conditions.

2.2.1.3 Observed or predicted severe weather conditions in the state.

2.2.2. This annex can also be activated:

2.2.2.1 At the direction of the WEM senior duty officer (SDO) who then notifies the WEM administrator, the adjutant general, and the governor's office.

2.2.2.2 At the direction of the WEM administrator who then notifies the adjutant general, and the governor's office.

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

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

A) A governor's declaration of a state of emergency (§ 323.10 of the Wisconsin Statutes) may mobilize members of the Department of Military Affairs (DMA)/Wisconsin National Guard (WING) to assist with response or help with damage assessment resulting from a severe weather incident.

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

2.3. SEOC Elevation

2.3.1. WEM management may direct that the SEOC mobilize in response to severe weather that results in:

2.3.1.1 Evacuations in three or more counties.

2.3.1.2 Shelters opening in three or more counties.

2.3.1.3 Closure of state or federal highways.

2.3.1.4 Potential or actual impacts to critical infrastructure.

2.3.1.5 Requests for significant quantities of response resources.

2.3.1.6 Involvement of two or more state agencies.

2.3.1.7 Potential or actual extensive or prolonged utility outages.



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- 2.3.2. The SEOC communicates with the public through ESF 15.
 - 2.3.2.1 The DMA Public Affairs Office (PAO) produces information for print and broadcast media, social media, and direct outreach to non-government organization partners who can support communications to individuals with functional needs.

3. Agency Activities

3.1. Wisconsin Department of Transportation

WisDOT has overall responsibility for maintenance of state and federal highways in Wisconsin.

- 3.1.1. WisDOT contracts with counties and tribes for highway maintenance equipment and personnel resources for the maintenance of state and federal highways.
 - 3.1.1.1 WisDOT does not maintain significant highway maintenance equipment and personnel resources.
- 3.1.2. The Traffic Management Center (TMC) monitors the condition of state highways throughout Wisconsin using:
 - 3.1.2.1 A network of traffic cameras, and
 - 3.1.2.2 Field reports from WSP, various municipal, county, and tribal agencies and reports from the public.
- 3.1.3. The TMC analyzes data from these inputs to produce reports on highway impairments which are distributed through:
 - 3.1.3.1 Email bulletins, and
 - 3.1.3.2 Interactive map available to the public through the 511 website (<http://www.511wi.gov>).

3.2. Municipal, County, and Tribal Jurisdictions

- 3.2.1. Wisconsin is a home rule state.
 - 3.2.1.1 As required by § 323.14(1) of the Wisconsin Statutes, counties, cities, villages, and towns are required to develop emergency management plans compatible with state plans. These emergency management plans should:
 - A) Include planning to preposition highway maintenance resources when a severe weather event is imminent. Prepositioning resources decreases the time necessary to deploy when conditions warrant. Note: A “highway” means any public way or thoroughfare.



Wisconsin Emergency Response Plan **Severe Weather Incidents**

- B) Establish trigger points at which, even with mutual aid resources, highways cannot be kept in safe operational condition. When these trigger points are reached, plans should authorize one or more county officials to:
 - (1) Contact the appropriate WEM regional director to request assistance in keeping highways in a safe condition.
 - (2) Contact the TMC to request additional assistance or to declare a road, highway, or a portion of a highway closed. Note: A county sheriff can close roads in his/her respective county including that portion of the interstate in the county.
 - C) Meet the standards of the Americans with Disabilities Act (ADA) (42 U.S.C. §§12101-12213) and other disability rights laws for physical, programmatic, and communications access (e.g. warnings/notifications, evacuations, sheltering, temporary/interim housing).
- 3.2.1.2 Pursuant to §323.14(4) of the Wisconsin statutes, counties, cities, villages, and towns have the authority and the responsibility to preserve public safety. Counties and local units of governments are required to have plans, compatible with this plan, to:
- A) Rescue persons imperiled by a severe weather incident and move them to a place of safety. Such plans must take into account the needs of persons who are not capable of self-rescue in accordance with ESF 1, ESF 13, and ESF 9.
 - B) Provide appropriate shelter and/or temporary housing as necessary until such time as the emergency has passed and normal conditions are restored in accordance with ESF 6. Such shelters and/or temporary housing must take into account the needs of persons with access and functional needs (see glossary) impairing their use of shelter and/or temporary housing facilities.
- 3.2.2. Municipal, County, and Tribal highway department mutual aid:
- 3.2.2.1 Jurisdictions are encouraged to enter into mutual aid compacts with adjoining jurisdictions to share highway maintenance resources to increase capability to maintain highways in a safe operational condition.
 - 3.2.2.2 Jurisdictions can reasonably determine mutual aid trigger points based on the number of trucks, drivers, maintenance personnel, and maintenance facilities, at which they may not be able to maintain highways in a safe operational condition because resources will be exhausted or overwhelmed.
 - 3.2.2.3 Consistent with standard mutual aid plans, mutual aid resources respond only upon request.
 - A) When requested, all mutual aid resources operate under the direction of the incident commander through the incident command system.



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- 3.2.3. Incident responders of all disciplines should have common communications means in accordance with ESF 2.
 - 3.2.3.1 Interoperable communications should allow all responders to communicate with each other, with incident command posts, jurisdictional EOCs, or responsible public safety communications centers.
 - 3.2.3.2 Interoperable communications is a matter of responder safety, maintenance of situational awareness, and a common operating picture.
- 3.2.4. Declaration of Emergency
 - 3.2.4.1 County or municipal declaration of a state of emergency. § 323.11 of the Wisconsin statutes allows any local unit of government to declare an emergency for a disaster or the imminent threat of a disaster that impairs transportation, food or fuel supplies, medical care, fire, health, or police protection or other critical governmental systems for the duration of the emergency.
 - 3.2.4.2 Tribes have the authority to declare an emergency as sovereign nations.

4. Supporting Documents

4.1. Attachments

- 4.1.1. Emergency Conditions/Action Levels
- 4.1.2. WisDOT Roadway Condition Terminology
- 4.1.3. State of Wisconsin Threat and Hazard Identification and Risk Assessment (THIRA)

4.2. Agency-Specific Plans and Procedures

- 4.2.1. Wisconsin Emergency Management Duty Officer Manual



Wisconsin Emergency Response Plan
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Table 2: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
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Attachment 1

Severe Weather Watches, Warnings, and Advisories

Severe Weather Watches, Warnings, and Advisories



Wisconsin Emergency Response Plan
Emergency Conditions/Action Levels

Severe Weather
Attachment 1

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1. National Weather Service Products

Each National Weather Service (NWS) Forecast Office issues some or all of the following weather related products as conditions warrant. NWS local offices often collaborate with local partners to determine when an alert should be issued for a local area. Products may be issued as a statement, advisory, watch, or warning.

1.1. General Weather Products

The following are descriptions of commonly used general weather products.

Hazardous Weather Outlook

The Hazardous Weather Outlook is a single source of information regarding expected hazardous weather through seven days. It can include information on severe storms, heavy rain, flooding, tropical storms, winter weather, high winds, fire weather, and marine hazards.

Special Weather Statement

Special Weather Statements provide the public with information concerning ongoing or imminent weather hazards, which require a heightened level of awareness or action, but do not rise to the level of watch, warning, or advisory.

1.2. Extreme Cold Related Products

The following are descriptions of commonly used extreme cold related products.

Frost Advisory

A frost advisory means areas of frost are expected or occurring, posing a threat to sensitive vegetation.

Freeze Watch

Issued when there is a potential for significant, widespread freezing temperatures within the next 24-36 hours. A freeze watch is issued in the autumn until the end of the growing season and in the spring at the start of the growing season.

Freeze Warning

Issued when temperatures are forecasted to go below 32°F for a long period of time. This temperature threshold kills some types of commercial crops and residential plants.

Hard Freeze Warning

Issued when temperatures are expected to drop below 28°F for an extended period of time, killing most types of commercial crops and residential plants.



Wind Chill Advisory

Issued when seasonably cold wind chill values but not extremely cold values are expected or occurring.

Wind Chill Watch

Issued when dangerously cold wind chill values are possible.

Wind Chill Warning

Issued when dangerously cold wind chill values are expected or occurring.

1.3. Flood Related Products

The following are descriptions of commonly used flood related products.

Hydrologic Outlook

Two Types:

1. Short-term (1 to 7 days) Hydrological Outlooks can be issued to alert the public of the potential for flooding in the near-term such as when heavy rainfall is forecast that could result in flooding or aggravate an existing flood if it occurs.
2. Long-term (weeks to months) Hydrological Outlooks may also provide river or reservoir level and/or flow information. This information could be used for water supply concerns or projection of snowmelt flooding.

Coastal/Lakeshore Hazardous Message

Coastal/Lakeshore Hazard Message products provide the public with detailed information on significant coastal/lakeshore events. Coastal/Lakeshore events impact land-based and near shore interests along much of the United States coastline. This product can be issued as a watch, warning, or advisory and follows the same "Be Aware, Be Prepared, Take Action" definitions as with other NWS watch, warning, or advisory products.

A Watch is issued when flooding with significant impacts is possible.

Warnings are issued when flooding posing a serious threat to life and property is occurring, imminent, or highly likely.

Flood Watch

A Flood Watch is issued to indicate current or developing conditions that are favorable for flooding. The occurrence is neither certain nor imminent. A watch is typically issued within several hours to days ahead of the onset of possible flooding. In situations where a river or stream is expected to be the main source of the flooding, forecast confidence may allow for a Flood Watch to be issued several days in advance.



Flash Flood Watch

A Flash Flood Watch is issued to indicate current or developing conditions that are favorable for flash flooding. The occurrence is neither certain nor imminent. A watch is typically issued within several hours to days ahead of the onset of possible flash flooding.

Flood Advisory

A Flood Advisory is issued when a flood event warrants notification but is less urgent than a warning. Advisories are issued for conditions that could cause a significant inconvenience, and if caution is not exercised, could lead to situations that may threaten life, property, or both.

Flood Warning

A Flood Warning is issued to inform the public of flooding that poses a serious threat to life, property, or both. A Flood Warning may be issued hours to days in advance of the onset of flooding based on forecast conditions. Floods occurring along a river usually contain river stage (level) forecasts.

Flash Flood Warning

A Flash Flood Warning is issued to inform the public, emergency management, and other cooperating agencies that flash flooding is in progress, imminent, or highly likely. Flash Flood Warnings are urgent messages as dangerous flooding can develop very rapidly, with serious threat to life, property, or both. Flash Flood Warnings are usually issued minutes to hours in advance of the onset of flooding.

1.4. Heat Related Products

The following are descriptions of commonly used heat related products.

Excessive Heat Watches

Heat Watches are issued when conditions are favorable for an excessive heat event in the next 24 to 72 hours. A Heat Watch is used when the risk of a heat wave has increase but its occurrence and timing is still uncertain.

Heat Advisory

A Heat Advisory is issued within 12-36 hours of the onset of extremely dangerous heat conditions. The criteria for a Heat Advisory is a peak Heat Index of 100F or a peak Heat Index of 95-99F for a 4 day period. These criteria vary across the country.

Excessive Heat Warning

An Excessive Heat Warning is issued within 12-36 hours of the onset of extremely dangerous heat conditions. The criteria for an Excessive Heat Warning is a peak Heat



Index of 105F, with night time Heat Index not dropping below 75F on either side of it, or a peak Heat Index of 100-104F for a 4 day period. These criteria vary across the country.

1.5. Marine Related Products

The following are descriptions of commonly used marine related products.

Small Craft Advisory

Issued for the Great Lakes Nearshore Zones within 5 miles of the coast. Winds between 24 to 33 knots with waves averaging 4 feet.

Gale Warning

Issued for the Great Lakes nearshore and open waters zones for winds of 34 knots (39 mph) to 47 knots (54 mph).

Storm Warning

Issued for the Great Lakes nearshore and open waters zones for winds of 48 knots (55mph) to 63 knots (73 mph).

Special Marine Warning

A warning issued for potentially hazardous conditions on the Great Lakes, usually of short duration (2 hours or less) producing sustained marine thunderstorm winds or associated gusts of 34 knots or greater, and/or hail 3/4 inch or more in diameter, and/or waterspouts.

1.6. Severe Thunderstorm Related Products

The following are descriptions of commonly used severe thunderstorm related products.

Severe Thunderstorm Watch

Severe thunderstorms are possible in and near the watch area. Winds 58 mph or higher or hail 1 inch or larger, or both, are possible. A Severe Thunderstorm watch area is typically large, covering numerous counties or even states.

Severe Thunderstorm Warning

Severe weather has been reported by spotters or indicated by radar or is imminent in the warning area. Warnings indicate imminent danger to life and property. Severe thunderstorms have winds 58 mph or higher or hail 1 inch or larger, or both. Warnings typically encompass a much smaller area (around the size of a city or small county) that may be impacted by a large hail or damaging wind identified by an NWS forecaster on radar or by a trained spotter/law enforcement who is watching the storm.



1.7. Tornado Related Products

The following are descriptions of commonly used tornado related products.

Tornado Watch

Tornadoes are possible in and near the watch area. Watches are issued by the Storm Prediction Center for counties where tornadoes may occur. The watch area is typically large, covering numerous counties or even states.

Tornado Warning

A tornado has been sighted or indicated by weather radar. There is imminent danger to life and property. Warnings typically encompass a much smaller area (around the size of a city or small county) that may be impacted by a tornado identified by a forecaster on Radar or by a trained spotter/law enforcement who is watching the storm.

1.8. Winter Weather Related Products

The following are descriptions of commonly used winter weather related products.

Wind Chill Watches

Issued when there is the potential for a combination of extremely cold air and strong winds to create dangerously low wind chill values. See the NWS Wind Chill Chart.

Winter Storm Watches

Issued when conditions are favorable for a significant winter storm event (i.e., heavy sleet, heavy snow, ice storm, blizzard conditions, heavy snow and blowing snow or a combination of events).

Wind Chill Advisories

Issued when low wind chill temperatures are expected but will not reach local warning criteria. Extremely cold air and strong winds will combine to generate low wind chill readings. Take precautions against frostbite and hypothermia. See the NWS Wind Chill Chart.

Winter Weather Advisories

Issued when snow, blowing snow, ice, sleet, or a combination of these wintry elements are expected but conditions should not be hazardous enough to meet warning criteria. Be prepared for winter driving conditions and possible travel difficulties. Use caution when driving.

Blizzard Warnings

Issued for frequent gusts greater than or equal to 35 mph accompanied by falling and/or blowing snow, frequently reducing visibility to less than 1/4 mile for three hours or more.



A Blizzard Warning means severe winter weather conditions are expected or occurring. Falling and blowing snow with strong winds and poor visibilities are likely, leading to whiteout conditions making travel extremely difficult. Do not travel. If you must travel, have a winter survival kit with you. If you get stranded, stay with your vehicle and wait for help to arrive.

Ice Storm Warnings

Usually issued for ice accumulation of around 1/4 inch or more. This amount of ice accumulation will make travel dangerous or impossible and likely lead to snapped power lines and falling tree branches. Travel is strongly discouraged.

Wind Chill Warning

Issued for a combination of very cold air and strong winds that will create dangerously low wind chill values. This level of wind chill will result in frostbite and lead to hypothermia if precautions are not taken. Avoid going outdoors and wear warm protective clothing if you must venture outside. See the NWS Wind Chill Chart.

Winter Storm Warnings

Issued for a significant winter weather event including snow, ice, sleet or blowing snow or a combination of these hazards. Travel will become difficult or impossible in some situations. Delay your travel plans until conditions improve.



Wisconsin Emergency Response Plan
Emergency Conditions/Action Levels

Severe Weather
Attachment 1

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Attachment 2

Severe Weather

WisDOT Roadway Condition Terminology



Wisconsin Emergency Response Plan
WisDOT Roadway Condition Terminology

Severe Weather
Attachment 2

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1. WisDOT Winter Weather Roadway Definitions

18-Hour Service Roadways

When conditions warrant, coverage should be provided up to 18 hours per day during the storm. The gap in coverage is necessary to provide for operator recovery time. The operator recovery time should typically be between the hours of 10:00 p.m. and 4:00 a.m., but will vary with specific storm conditions. Some minimal ability to respond to emergencies should be provided during the hours that full coverage is not provided. Typically, a plow operator's time should not exceed a continuous 18-hour shift. Cycle times for each route should generally not exceed 2 ½ to 3 hours.

24-Hour Service Roadways

The county has a presence on the highway for 24 hours per day during a winter storm event unless passable roadway conditions have been achieved. This would only happen during winter storm events of long duration and when conditions warrant. When this does occur it may mean further reducing the coverage on routes in the "all other" classification to assure available manpower, or extending the winter operation section lengths on the high volume routes. However, continuous coverage does not mean that the county runs three shifts or that there are patrol trucks on the highway 24 hours per day throughout the winter irrespective of the weather conditions.

All Other Highway Classification

Include all those highways not identified as high volume. When conditions warrant, coverage should be provided up to 18 hours per day during the storm.

High Volume Highway Classification

Typically include highways with four or more lanes for through traffic and selected two-lane highways. When determining the need for providing high volume coverage on two-lane highways, the following should be considered:

- Functional classification
- High traffic volumes
- Special service factors
- Planned conversion from two-lane to multi-lane facility

When conditions warrant, 24-hour coverage should be provided during a winter storm.

Passable Roadway

A roadway surface that is free from drifts, snow ridges, and as much ice and snow pack as is practical and can be traveled safely at reasonable speeds. A passable roadway should not be confused with "dry pavement" or "bare pavement", which is essentially free of all ice, snow, and any free moisture from shoulder to shoulder. This "dry/bare pavement" condition may



not exist until the weather conditions improve to the point where this pavement condition can be provided.

Reasonable Speed

Is considered a speed that a vehicle can travel without losing traction. During and immediately after a winter storm event, a reasonable speed will most likely be lower than the posted speed limit. Motorists can expect some inconvenience and will be expected to modify their driving practices to suit road conditions.



Wisconsin Emergency Response Plan
Wisconsin Mass Care & Recovery Plan
For State-to-State Evacuations

Wisconsin Mass Care & Recovery Plan For State-to-State Evacuations



Wisconsin Emergency Response Plan
Wisconsin Mass Care & Recovery Plan
For State-to-State Evacuations

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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 Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Corrections (WI DOC) Department of Justice (WI DOJ) Department of Public Instruction (DPI) Department of Veterans' Affairs (WDVA) Department of Workforce Development (DWD) Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Wisconsin Housing & Economic Development Authority (WHEDA) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Non-Governmental Support Organizations	Adventist Community Services (ACS) American Red Cross The Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Host County Host Tribe	County or tribal emergency management County sheriff's department or tribal law enforcement County or tribal health and human services
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1 Purpose

To establish the legal and organizational basis for state-managed mass care and recovery operations following catastrophic incidents affecting populations from outside of Wisconsin who evacuate to Wisconsin.

1.2 Scope

In the event a disaster outside of Wisconsin prompts either a spontaneous evacuation of out-of-state residents to Wisconsin, or a direct request for Wisconsin to host evacuees from another state, this plan provides for state-managed mass care and recovery operations as directed by an executive order issued by the governor. This plan encompasses:

- 1.2.1 A mass care organizational framework for direct management of reception and mass care operations by state agency personnel with support from local, county, and tribal agencies and voluntary organizations.



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- 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 a catastrophic incident may occur:
 - 2.1.2.1 Spontaneously
 - 2.1.2.2 Through a state-to-state Emergency Management Assistance Compact (EMAC) agreement
 - 2.1.2.3 Through the State and Province Emergency Assistance Compact
 - 2.1.2.4 Through a direct request from FEMA to the host state
- 2.1.3 Spontaneous evacuees may locate across the state, either individually or in clusters.
- 2.1.4 Spontaneous evacuees who locate a considerable distance from a primary recovery center will need recovery support provided in the communities to which they evacuated.
- 2.1.5 The SEOC will use a variety of communications strategies to relay to evacuees:
 - 2.1.5.1 The locations of community shelters



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- 2.1.5.2 What supplies evacuees should bring to increase comfort at community shelters
- 2.1.5.3 What not to bring to shelters
- 2.1.5.4 How to contend with special considerations (e.g. pets; adults and children with disabilities and others with access and functional needs; unaccompanied minors; probation, parolees, sex offenders; etc.)
- 2.1.6 To the degree possible, pre-screening of transportation-dependent evacuees will occur at local assembly areas when evacuees are boarding transit vehicles.
- 2.1.7 The SEOC will strongly advocate home state use of an evacuee tracking system to:
 - 2.1.7.1 Identify and aggregate:
 - *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 functional needs
 - 2.1.7.6 Flag unaccompanied minors
- 2.1.8 Flag those on probation, parolees, or sex offenders. The American Red Cross is a primary community shelter provider. This plan will capitalize, to the greatest degree possible, on existing sheltering systems and capabilities.
- 2.1.9 Participating agencies will make every effort to eliminate duplicative evacuee registration requirements by sharing evacuee intake data.

3. Concept of Operations

This plan prescribes the core framework for state agency responsibilities in state-managed mass care and recovery operations. Other supplemental agency, interagency, local, county, tribal, and non-governmental plans provide additional operational details.

3.1 Mobilization Triggers

Mobilization of this plan requires that both of the following events occur:

- 3.1.1 Disaster survivors from another state evacuate to Wisconsin by means of:
 - 3.1.1.1 An EMAC agreement between Wisconsin and the impacted state
 - 3.1.1.2 The State and Province Emergency Assistance Compact
 - 3.1.1.3 A signed FEMA/Host-State Agreement requires that Wisconsin host evacuees
 - 3.1.1.4 Spontaneous evacuation



3.1.2 The governor declares a state of emergency

3.2 Site Organization

The following chart suggests a concept of site organization for the shelters and 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

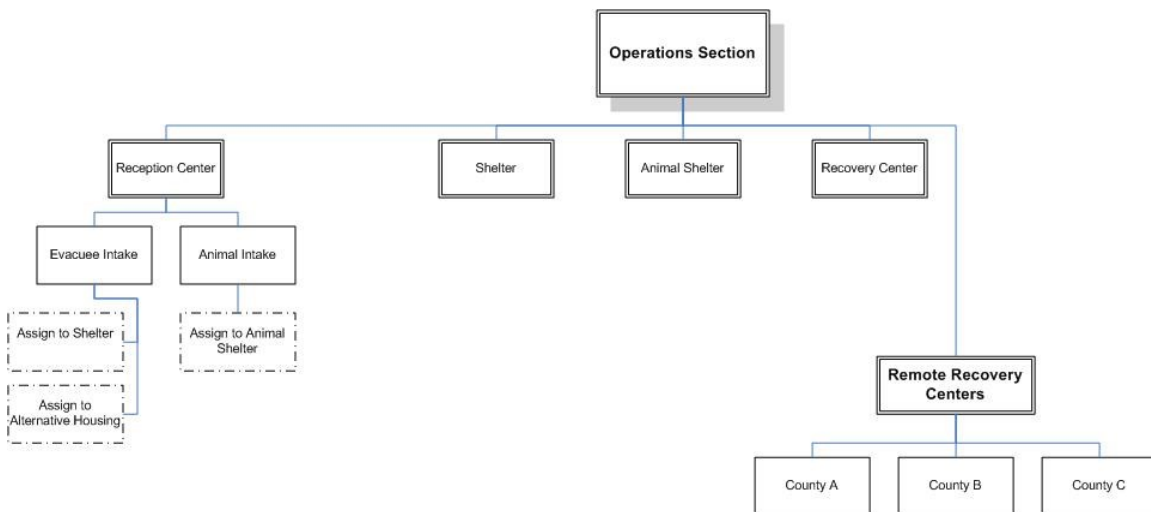
3.2.3 Disaster Recovery Center (DRC) vs. Multi-Agency Resource Center (MARC)

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 recovery centers in the concept of operations

Figure 1: Concept Site Organization



3.3 Incident Management Teams

To the degree feasible, this plan will call on regional Wisconsin incident management teams (IMTs) to help staff key command and general staff incident command positions.

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

3.3.1.1 Includes command and general staff members and support personnel

3.3.1.2 Has formal response requirements and responsibilities



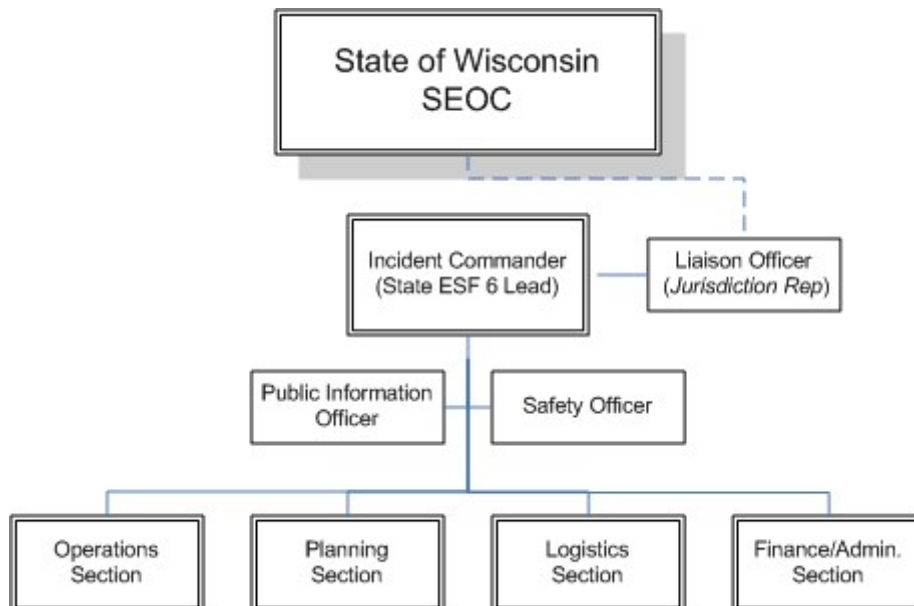
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- 3.3.1.3 Has pre-designated roles and responsibilities for members (identified and able to be contacted for deployment)
- 3.3.1.4 Is available 24/7/365
- 3.3.1.5 In lengthy operations, typically transitions to responsible agency personnel

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.

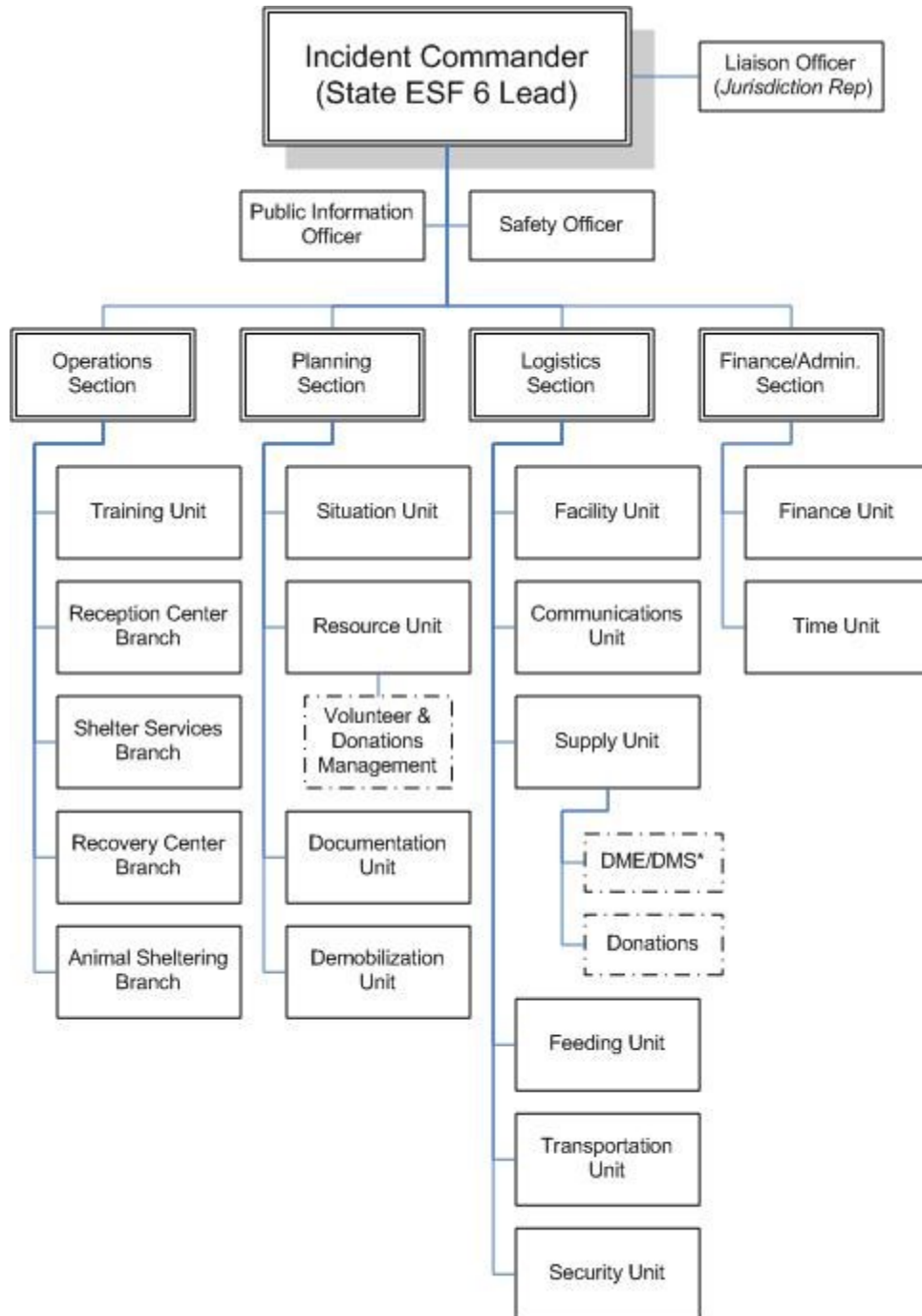
Figure 2: Incident Command Chart





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Figure 3: ESF Incident Command Chart

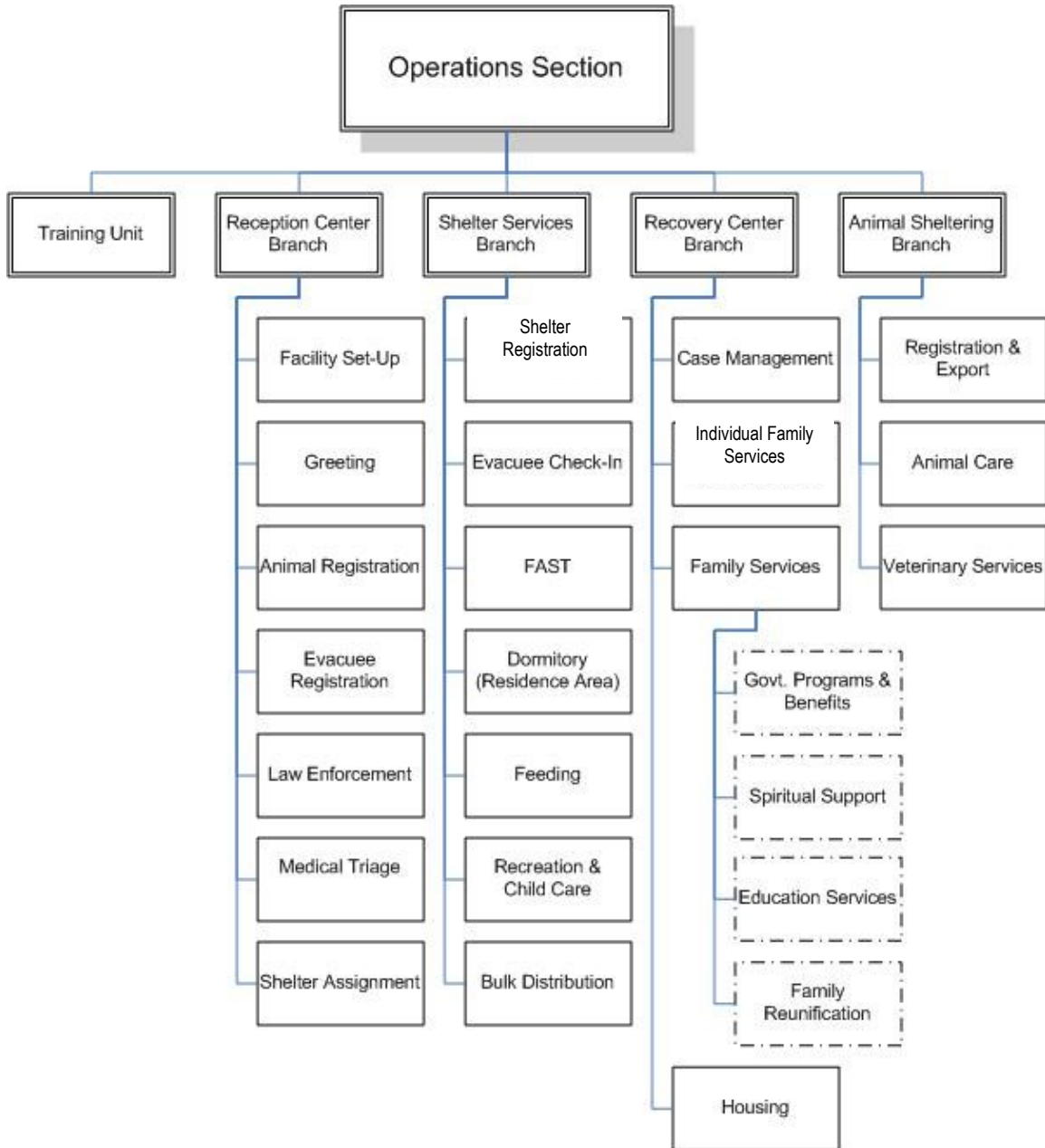


*Durable Medical Equipment/Durable Medical Supplies



3.5 Functional Organization

Figure 4: Operational Section Functional Organization



3.6 SEOC Interface

The SEOC may elevate to Level 3 or higher in anticipation of and in support of activation of this plan, with the following ESFs providing operational support.



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Table 2: ESFs Operational Support

State ESF	Support Role
ESF 2	<ul style="list-style-type: none"> • Supports provision of communications capabilities at facilities
ESF 5	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Activates Donations, Volunteer Management, and Points of Distribution Plans as necessary • Provides support to on-site logistics section
ESF 8	<ul style="list-style-type: none"> • Provides public health and medical support • Supports public health inspections of facilities • Coordinate healthcare volunteer support
ESF 11	<ul style="list-style-type: none"> • Activates Animal Disaster Response Plan
ESF 13	<ul style="list-style-type: none"> • Supports provision of security at reception, shelter, and recovery facilities
ESF 14	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Provides support to on-site public information <ul style="list-style-type: none"> ○ Supports public information officer (PIO) staffing ○ Provides web and social media support • Coordinates the mobilization of a joint information center (JIC), if necessary • Coordinates legislative/congressional communications relative to the operation • Supports rumor control

4. Functional Responsibilities

The term “functional responsibilities” indicates activities in contrast to personnel. Depending on the scale of operations, individual staff might perform multiple functions. All agencies and organizations identified in the following charts must develop additional supporting plans and procedures as necessary to fulfill their assigned missions.

4.1 Incident Commander

WI DHS and the DCF share responsibility for incident command. They may choose to operate under a unified command system with other key response partners.



4.2 Command Staff

Table 3: Command Staff Roles

Chart	Role	Agency
Command Staff	Liaison Officer Is the primary point of contact between the incident command, responding organizations, local governmental organizations, and the SEOC	IMT DMA/WEM CountyTribe
	Public Information Officer Disseminates information, as approved by the incident commander <ul style="list-style-type: none"> • Internal information – to evacuees • External information – to the public 	WI DHS/DCF
	Safety Officer <ul style="list-style-type: none"> • Identifies hazardous situations associated with the mass care and recovery operations • Ensures the use of adequate protective strategies and equipment 	IMT

4.3 Operations Section

Table 4: Operation Section Roles

Chart	Role	Agency
Operations Section	Operations Section Chief	WI DHS/DCF
	Training Coordinates/provides just-in-time training for all personnel, as needed	WI DHS/DCF IMT WIVOAD
	Reception Center Branch Director	WI DHS/DCF DMA/WEM
	Facility Set-Up Prepares and equips the reception center, including designated areas for all reception functions	WI DHS/DCF
	Greeting Greets evacuees prior to their debarking from their plane or bus, escorts them to the reception center, and accompanies them aboard busses to their assigned shelters	Host county Host tribe
	Animal Registration Coordinate with animal response volunteers and entities to receive, check-in, and appropriately care for evacuees' household pets prior to transportation to their assigned shelters.	DATCP



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Chart	Role	Agency
	Evacuee Registration <ul style="list-style-type: none"> Enters or updates evacuee information Makes immediate referral of unaccompanied minors to the County Department of Human, or Social Services, or the Division of Milwaukee Child Protective Services (DMCPS) Intake Workers, where the child is currently at, to determine if physical custody of the child should be taken for placement into out-of-home care. 	Host County Host tribe DCF WI VOAD
Operations Section	Law Enforcement <ul style="list-style-type: none"> Conducts background checks on all incoming evacuees to determine: <ul style="list-style-type: none"> Circumstances that affect sheltering options (e.g. registered sex offenders, people with restraining orders) Which evacuees need to register with the WI DOC for probation or parole 	Host county Host tribe
	Medical Triage <ul style="list-style-type: none"> Determines whether evacuees can safely continue in community shelters or need referral to skilled nursing facility (e.g. hospital, nursing home, behavioral health center) Determines immediate prescription and medical equipment as well as supply needs Refers evacuees to shelter health services unit or functional assessment service team (FAST) as appropriate 	WI DHS (MRC) American Red Cross
	Shelter Assignment Assigns evacuees to appropriate shelter and records their destinations	American Red Cross
	Shelter Services Branch Director	WI DHS/DCF
	Facility Set-Up and Maintenance <ul style="list-style-type: none"> Prepares and equips the shelter, providing for designated areas for all shelter functions, including all furnishings, equipment, ADA accommodations, and signage Provides for cleaning and maintenance throughout shelter use 	American Red Cross
	Evacuee Check-In <ul style="list-style-type: none"> Maintains an ongoing roster of names and locations of all shelter residents Makes immediate referral of unaccompanied minors to the County Department of Human, or Social Services, or the DMCPS Intake Workers where the child is currently at to determine if physical custody of the child should be taken for placement into out-of-home care. 	American Red Cross DCF
	Functional Assessment Service Teams (FAST) Along with other partners, such as American Red Cross, facilitates the acquisition of essential resources for evacuees with access and functional needs	WI DHS
	Dormitory (Residence Area) Provides and manages accessible sleeping, toilet, and showering accommodations for shelter residents	American Red Cross
	Feeding	SA



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Chart	Role	Agency
	Provides three meals a day (including at least one hot meal per day) plus snacks for evacuees, that meet nutritional requirements for infants, children, as well as dietary and cultural restrictions	
	Bulk Distribution Provides essential supplies to shelter residents (e.g. toiletry kits, diapers, clothing)	American Red Cross SA
	Recovery Center Branch Director	DMA/WEM
	Case Management In cooperation with the FAST, coordinates and tracks evacuee access to all recovery services and programs, including facilitating voluntary organizational support to fulfill evacuees' unmet needs	WI DHS WI VOAD
Operations Section	Health/Behavioral Health Services <ul style="list-style-type: none"> Ensures evacuee access to health and medical services, supplies, and equipment Maintains secure evacuee medical and behavioral health records as appropriate 	WI DHS American Red Cross
	Individual and Family Services	WI DHS/DCF
	<ul style="list-style-type: none"> Government programs and benefits – coordinates access to: <ul style="list-style-type: none"> Continuity of those local, state, tribal, and federal government programs and benefits in which they were enrolled prior to evacuation Local, state, tribal, and federal programs and benefits to which evacuees are entitled by virtue of their relocation or disaster declaration, or both 	Multi-agency
	<ul style="list-style-type: none"> Spiritual Support - provides or facilitates evacuee access to appropriate spiritual support 	SA
	<ul style="list-style-type: none"> Education Services – coordinates evacuee access to schools and educational opportunities/services 	DPI Host county Host tribe
	<ul style="list-style-type: none"> Family Reunification – facilitates the location and reunification of family members 	American Red Cross DCF
	Housing Coordinates rapid evacuee access to available, affordable housing and housing programs, both short- and long-term	DMA/WEM DOA
	Animal Shelter Branch Director	DATCP
	Registration and Export <ul style="list-style-type: none"> Coordinates pet ownership and information records Coordinates reunification of pets and owners or placement of abandoned pets or pets unsuited to the shelter 	DATCP
	Animal Care Coordinate pet care, in cooperation with pet owners	DATCP
Veterinary Services Coordinate pet veterinary services	DATCP	



4.4 Planning Section

Table 5: Planning Section Roles

Chart	Role	Agency
Planning Section	Planning Section Chief	IMT
	Situation <ul style="list-style-type: none"> Collects, maintains, and displays operational status information for the IMT Provides situation evaluation, predictions and analysis, and prepares information on alternate strategies 	IMT
	Resource <ul style="list-style-type: none"> Oversees check-in and maintains status-keeping system of all resources (including human resources) Assembles the incident action plan Volunteer and Donations Management <ul style="list-style-type: none"> Registers and assigns all unaffiliated volunteers, both pre-registered and spontaneous Manages receipt and allocation of donated goods and funds <ul style="list-style-type: none"> <i>Initiates mobilization of donations warehouse and distribution system as necessary</i> <i>Initiates mobilization of donated funds management and distribution system as necessary</i> 	IMT DMA/WEM
	Documentation Maintains, packs, and stores all operations-related documentation	WI DHS/DCF
	Demobilization Ensures an orderly, safe, and cost-effective release of personnel and equipment when they are no longer required	WI DHS/DCF

4.5 Logistics Section

Table 6: Logistics Section Roles

Chart	Role	Agency
Logistics Section	Logistics Section Chief	IMT
	Facilities <ul style="list-style-type: none"> Determines and charts facility requirements for all operational activities Directs ongoing facility maintenance 	WI DHS/DCF
	Communications <ul style="list-style-type: none"> Prepares the incident communications plan Manages all communications and messaging systems 	IMT



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Chart	Role	Agency
	Supplies <ul style="list-style-type: none"> In coordination with operations, planning, and finance sections, coordinates an ordering and management system for all needed supplies Durable medical equipment (DME)/DMS – specialized supply support for durable medical equipment and durable medical supplies Donations <ul style="list-style-type: none"> Utilizes tracking software for targeted solicitation/management of substantial donations Provides specialized support for receipt, stocking, inventory control, and distribution of donated goods 	WI DHS/ American Red Cross ACS
	Feeding Provides for feeding of response and recovery workers	SA
	Transportation Coordinates transportation for evacuees to and from off-site services	Host county Host tribe
	Security <ul style="list-style-type: none"> Coordinates security at all facilities Ensures secure entrances to shelters 	Host county Host tribe

4.6 Finance/Administration Section

Table 7: Finance/Administration Section Roles

Chart	Role	Agency
Finance/ Administration	Finance/Administration Section Chief	WI DHS/DCF
	Finance <ul style="list-style-type: none"> Identifies financial requirements for planned and expected operations and establishes procurement guidelines Maintains all operations-related agreements (e.g. for facilities, equipment, etc.) 	WI DHS/DCF
	Time Establishes and maintains daily timekeeping systems for all personnel and equipment deployed	WI DHS/DCF



5. Agency Responsibilities

5.1 Lead Coordinating Agencies – Department of Health Services/Department of Children & Families

Table 8: Lead Coordinating Agency Functions

Agency	Functions
<p>Joint Responsibilities</p> <p>Wisconsin Department of Health Services</p> <p>Department of Children & Families</p>	<p>General</p> <ul style="list-style-type: none"> • 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. <p>Mass Care</p> <ul style="list-style-type: none"> • Coordinate with relevant voluntary, local, tribal, and state governmental organizations to assign incident command responsibilities and meet staffing requirements of: <ul style="list-style-type: none"> ○ The reception center ○ The shelter ○ The recovery center ○ 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.
	<p>Emergency Assistance</p> <ul style="list-style-type: none"> • Recruit organizations to assess the full range of needs of the evacuees and provide sufficient personnel, supplies, equipment, and other resources for: <ul style="list-style-type: none"> ○ The general population ○ People with access and functional needs ○ People with medical needs ○ Infants and children ○ Refugees (evacuees who are not U.S. citizens) ○ 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.



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Agency	Functions
	<p>Housing Coordinate with WEM to identify and disseminate information on available, affordable housing, and housing programs.</p> <p>Human Services</p> <ul style="list-style-type: none"> • 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.
<p>Department of Health Services</p>	<ul style="list-style-type: none"> • 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: <ul style="list-style-type: none"> ○ Public health services ○ Behavioral health services ○ Nutritional/hunger relief programs ○ Services for older persons ○ Long-term care services • Utilize the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) as necessary. <ul style="list-style-type: none"> ○ Deploy health and medical volunteers as needed. ○ Coordinate mobilization of Medical Reserve Corps (MRC).
<p>Department of Children & Families</p>	<ul style="list-style-type: none"> • Direct state human services efforts in meeting the needs of the evacuated children and families, including: <ul style="list-style-type: none"> ○ Coordinate emergency child care. ○ Support child reunification with family/caregivers. ○ Refer unaccompanied minors to child welfare agencies. • Provide for evacuee access to DCF programs as warranted including, but not limited to: <ul style="list-style-type: none"> ○ The Wisconsin Works (W-2) program ○ Wisconsin Shares (child care subsidies) ○ Refugee Assistance Services ○ Other related DCF programs



5.2 Wisconsin Governmental Support Agencies

Table 9: State Government Support Agencies Functions

Agency	Functions
Department of Administration	<ul style="list-style-type: none"> • Coordinate with federal agencies to assess housing needs of vulnerable evacuees.
Department of Agriculture, Trade and Consumer Protection	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Coordinate disposition of evacuees who are on probation, parole, or are sex offenders. • Provide resources for security operations • Provide transportation support for security operations
Department of Justice	<ul style="list-style-type: none"> • Provide support for security background checks for evacuees. • Provide support to law enforcement/security operations.
Department of Public Instruction	<ul style="list-style-type: none"> • Coordinate access to appropriate educational resources for school-age evacuees.
Department of Veterans Affairs	<ul style="list-style-type: none"> • Coordinate access for evacuated veterans to appropriate programs and benefits.
Department of Workforce Development	<ul style="list-style-type: none"> • Provide for evacuee access to information and contacts for the following programs: <ul style="list-style-type: none"> ○ Worker’s compensation ○ Unemployment insurance ○ Anti-discrimination enforcement ○ Vocational rehabilitation for people with disabilities ○ Employment and training services • Administer the Disaster Unemployment Assistance (DUA) program through the Unemployment Insurance (UI) Division following a presidential disaster declaration that includes individual assistance.
Department of Military Affairs: Wisconsin Emergency Management	<ul style="list-style-type: none"> • Elevate and manage the SEOC in support of response and recovery operations. • Activate the Donations and Volunteer Management Plans, as necessary. • Coordinate and implement human service assistance programs available following a triggering disaster declaration. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available, affordable housing, and housing programs.
Wisconsin Housing & Economic Development Authority	<ul style="list-style-type: none"> • Coordinate with the DOA and federal agencies to identify multifamily and elderly affordable housing • Administer home buying and home improvement programs, as appropriate for disaster survivors.
Department of Military Affairs: Wisconsin National Guard	<p>Upon a state declaration of emergency and validated request from the state provide:</p> <ul style="list-style-type: none"> • Support to evacuation, reception center, and mass care operations



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Agency	Functions
	<ul style="list-style-type: none"> ○ Planning and logistics support ○ Use of WING facilities for reception ○ Transportation support with buses or heavy trucks ● Support to supply and commodity distribution ● Limited power generation and communications support

5.3 Non-Governmental Support Organizations

Agency	Functions
Adventist Community Services	<ul style="list-style-type: none"> ● Lead/conduct donations management operations.
American Red Cross	<ul style="list-style-type: none"> ● Provide mass care services such as sheltering, feeding, distribution of relief supplies, and family reunification. ● Provide health services to survivors supporting the replacement of medications and medical equipment. ● Provide mental health and psychological first aid support to survivors, first responders, and disaster workforce. ● Utilize the National Shelter System to track shelter data including shelter locations and population counts and share shelter data with partners. ● Staff local and state EOCs. ● Complete damage assessment on residential properties. ● Provide recovery casework and direct financial assistance.
The Salvation Army	<ul style="list-style-type: none"> ● Direct and provide for all feeding operations ● In coordination with WI VOAD and other relief organizations provide: <ul style="list-style-type: none"> ○ 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. ○ Items needed by evacuees (e.g., toiletry kits, clean-up kits). ○ Emotional and spiritual counseling to evacuees and others upon request and as needed.
Wisconsin Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> ● Coordinate the provision of services from member organizations to ensure equitable access to services and to avoid duplication of efforts. ● Assist in long-term recovery efforts with US-DHS, FEMA, state, county, local, and tribal government, and others to address evacuees' unmet needs. ● Provide case management training and support materials for long-term recovery.



5.4 Host County

Agency	Functions
Host Jurisdiction Host Tribe	County emergency management Tribal emergency management <ul style="list-style-type: none"> • Support unified command as appropriate. • Provide resource support.
Host Jurisdiction Host Tribe	County sheriff's department Tribal law enforcement <ul style="list-style-type: none"> • Provide support for background checks of incoming evacuees. • Provide support for facility security.
Host Jurisdiction Host Tribe	County health and human services Tribal health and human services Provide support to health and human services operations.

6. Supporting Documents

6.1 References

- 6.1.1 FEMA Recovery Policy 9580.7 – Host-State Evacuation and Sheltering Frequently Asked Questions
- 6.1.2 National Response Framework, ESF 6 (https://www.fema.gov/media-library-data/1470149820826-7bcf80b5dbabe158953058a6b5108e98/ESF_6_MassCare_20160705_508.pdf)
- 6.1.3 National Disaster Recovery Framework (https://www.fema.gov/media-library-data/1466014682982-9bcf8245ba4c60c120aa915abe74e15d/National_Response_Framework3rd.pdf)



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Wisconsin Mass Care & Recovery Plan
For State-to-State Evacuations

Table 10: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
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Table 3: Record Change..... 31



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Table 1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Agriculture, Trade & Consumer Protection (DATCP) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs (DMA) Department of Justice (WI DOJ)
Non-Governmental Support Organizations	American Red Cross (ARC)
Federal ESF Coordinating Agencies	Department of Energy (DOE) Department of Homeland Security (US DHS) Environmental Protection Agency (EPA) Federal Bureau of Investigation (FBI) National Aeronautics and Space Administration (NASA) Nuclear Regulatory Commission (NRC) Department of Agriculture (USDA) Department of Commerce (US DOC) Department of Defense (DOD) Department of Health and Human Services (HHS) Department of Housing and Urban Development (HUD) Department of the Interior (DOI) Department of Justice (US DOJ) Department of Labor (US DOL) Department of State (DOS) Department of Transportation (US DOT) Department of Veterans Affairs (USDVA) General Services Administration (GSA) National Weather Service (NSW)

1. Introduction

1.1. Purpose

The Nuclear/Radiological Incident Annex provides an organized and integrated capability for a timely, coordinated response by the State of Wisconsin to incidents involving nuclear or radioactive materials that are not covered in the State of Wisconsin’s emergency support function (ESF) 10. The US DHS is responsible for the overall federal coordination of all actual and potential terrorist incidents, major disasters, and other emergencies involving nuclear materials. The DOE and DOD are responsible for coordinating the federal response to nuclear incidents involving transportation of materials they own in accordance with their respective plans. This annex describes how WEM coordinates the overall response to a nuclear/radiological incident at nuclear power plants, transportation accidents, and terrorist incidents



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at nuclear power plants or involving radiological dispersal devices (RDDs) or improvised nuclear devices (INDs) as set forth in 44 CFR Part 350 with criteria and recommendations contained in NUREG-0654/FEMA-REP-1.

This plan's objectives are to ensure that the state's response to a radiological incident will, (a) mitigate or reduce, to the extent practical, any radiological risk or consequence as early as possible, (b) prevent or reduce adverse health effects, both short term and long term to the general public, (c) guide and monitor the actions of emergency responders to minimize radiation exposure, and (d) operate in concert with any simultaneous local, state, or federal response that may be in progress.

1.2. Scope

This annex applies to nuclear/radiological incidents, including sabotage and terrorist incidents, involving the release or potential release of radioactive material that poses an actual or perceived hazard to public health, safety, national security, or the environment. This includes terrorist use of RDDs or INDs as well as reactor plant accidents, lost radioactive material sources, and transportation accidents involving nuclear/radioactive material. The level of the state's response to a specific incident is based on numerous factors, including the ability of local and tribal officials to respond; the type and/or amount of radioactive material involved; the extent of the impact or potential impact on the public and environment; and the size of the affected area.

This annex:

- 1.2.1. Describes the response and operational concepts for the state's response to any nuclear/radiological incident, including a terrorist incident that has actual, potential, or perceived radiological consequences within the State of Wisconsin.
- 1.2.2. Acknowledges the unique nature of a variety of nuclear/radiological incidents and the responsibilities of state, local, and tribal governments to respond to them.
- 1.2.3. Specifies the roles and responsibilities of state, local, and tribal agencies for preventing, preparing for, responding to, and recovering from nuclear/radiological incidents.
- 1.2.4. Includes guidelines for notifying the public and state officials of the state's response efforts and activities, coordination of public information, and congressional relations.
- 1.2.5. Provides protocols for requesting state and federal government resources and expertise to respond to radiological incidents. These resources and expertise include, but are not limited to:
 - 1.2.5.1 Wisconsin Department of Health Services/Radiation Protection Section (WI DHS/RPS), which provides the technical expertise to WEM on radiological matters;
 - 1.2.5.2 The Federal Radiological Monitoring and Assessment Center (FRMAC), established at or near the scene of an incident to coordinate radiological assessment and monitoring; and
 - 1.2.5.3 The Federal Advisory Team for Environment, Food, and Health (known as "the Advisory Team"), which provides expert recommendations on protective action guidance.

1.3. Policies

- 1.3.1. WEM coordinates the overall state response to radiological incidents with WI DHS and FEMA, and terrorist incidents with WI DHS, WI DOJ and US DHS.



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- 1.3.2. WEM coordinates their efforts with US DHS, as the overall incident manager for terrorism incidents at a nuclear power plant.
- 1.3.3. Support agencies are responsible for supporting the state's response to nuclear/radiological incidents as requested by WEM and outlined in their respective ESFs.
- 1.3.4. The State of Wisconsin uses the Multi-Agency Coordination System to coordinate its response. It will have at least one representative as part of the Unified Command System (if one is established) to coordinate the overall response to the incident or any other structure consistent with the National Incident Management System (NIMS) that is capable of providing the required support to work with the federal government and the affected local or tribal governments.
- 1.3.5. The Federal Bureau of Investigation (FBI) has lead responsibility for criminal investigations of terrorist acts or terrorist threats, and for coordinating activities of other members of the law enforcement community to detect, prevent, preempt, investigate, and disrupt terrorist attacks against the United States, including incidents involving nuclear/radioactive materials.
- 1.3.6. When the concept of operations in this annex is implemented, state agency plans that address nuclear/radiological incident management are incorporated as supporting plans and/or operational supplements.
- 1.3.7. State agencies are authorized to respond directly to certain incidents affecting public health and safety which are consistent with their legal obligations and authorities, and consistent with their roles in the respective ESFs.
- 1.3.8. The owner/operator of a nuclear/radiological facility is primarily responsible for providing notification and appropriate protective action recommendations to state, local, or tribal government officials, and minimizing the radiological hazard and consequences of an incident to the public. The owner/operator has primary responsibility for actions within the facility boundary and may also have responsibilities for response and recovery activities outside the facility boundary under applicable legal obligations (e.g. contractual, letter of agreement, Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)).
- 1.3.9. State, local, and tribal governments are responsible for determining and implementing measures to protect life, property, and the environment in areas outside the facility boundary or incident location. This does not relieve the nuclear/radiological facility or material owners/operators from any applicable legal obligations.
- 1.3.10. State, local, and tribal governments and owners/operators of nuclear/radiological facilities or activities may request assistance directly from the appropriate federal agency and/or state governments with which they have pre-existing arrangements or relationships (e.g. the Emergency Management Assistance Compact (EMAC)).
- 1.3.11. Response to nuclear/radiological incidents affecting land owned by the federal government is coordinated with the agency responsible for managing that land to ensure that incident management activities are consistent with federal statutes governing use and occupancy. Tribal lands are sovereign nations; therefore federal, state, and local governments may have limited or no authority on these lands. Participating state and federal agencies may take appropriate independent emergency actions within the limits of their statutory authority to protect the public, mitigate immediate hazards, and gather information concerning the emergency.



- 1.3.12. The state, local, and tribal organizations provide their own logistical support consistent with interagency plans. State, local, and tribal governments are encouraged to coordinate their efforts with the federal government but maintain their own logistical support, consistent with applicable authorities and requirements.
- 1.3.13. For radiological incidents involving a nuclear weapon, special nuclear material, or classified components, the agency with custody of the material (DOD, DOE, or NASA) may establish a National Defense Area (NDA) or National Security Area (NSA). NDAs and NSAs are established to safeguard classified information or restricted data, or equipment and material, and place non-federal lands under federal control for the duration of the incident. In the event that radioactive contamination occurs, federal officials coordinate with state and local officials to ensure appropriate public health and safety actions are taken outside of these designated areas.

1.4. Planning Assumptions

- 1.4.1. Radiological incidents may not be immediately recognized as such until the radioactive material is detected, or the effects of radiation exposure are manifested in the population.
- 1.4.2. Acts of terrorism may occur with or without warning and attacks may occur simultaneously at multiple locations. These attacks may not be immediately recognizable as terrorism by emergency responders.
- 1.4.3. An act of radiological terrorism, particularly an act directed against a large population center within the United States, will have major consequences that can overwhelm the capabilities of the state, local, or tribal governments to respond and may seriously challenge existing federal response capabilities.
- 1.4.4. A radiological incident may include chemical or biological contaminants, which may require concurrent implementation of the National Contingency Plan (NCP) or other state plans and procedures.
- 1.4.5. An incident involving the potential release of radioactivity may require implementation of protective measures for the public and emergency workers.
- 1.4.6. An expeditious state and federal response is required to mitigate the consequences of the nuclear/radiological incident. Significant radiological incidents will likely trigger implementation of the WERP and National Response Framework (NRF) Nuclear/Radiological Incident Annex.

2. Concept of Operations

2.1. General

- 2.1.1. This concept of operations is applicable to potential and actual radiological incidents requiring state coordination with local and tribal governments as well as federal agencies.
- 2.1.2. This annex identifies resources and responsibilities for agencies that will respond to incidents involving radioactive materials, including those at the Byron, Point Beach or Prairie Island nuclear plants. The Zion, Kewaunee, and Genoa plants are no longer operational, but there is still enough radiological material on site to necessitate planning and some protective actions.



2.2. Types of Incidents and Events

2.2.1. Nuclear Power Plant Incidents and Events

2.2.1.1 Wisconsin has planning and response requirements for six nuclear power plants:

- *Kewaunee Power Station located in Carlton, WI (non-operational, spent fuel only)*
- *Point Beach Nuclear Plant located in Two Creeks, WI*
- *Prairie Island Nuclear Generating Plant located in Welch, MN*
- *Byron Nuclear Power Station located in Byron, IL (ingestion only)*
- *La Crosse Boiling Water Reactor located in Genoa, WI (non-operational, spent fuel only)*
- *Zion Nuclear Power Station located in Zion IL (non-operational, spent fuel only)*

2.2.1.2 WEM is the lead state agency for off-site planning and response for one nuclear power plant located within its boundaries.

- *Both the 10-mile Emergency Planning Zone (EPZ), and the 50-mile Ingestion Planning Zone (IPZ) for Point Beach are entirely within the State of Wisconsin.*

2.2.1.3 WEM shares responsibility for planning and response with the States of Minnesota and Illinois for their respective nuclear power plants.

- *The Prairie Island EPZ and IPZ extend into Wisconsin.*
- *A small portion of the Byron IPZ extends into Lafayette, Rock, Green, and Walworth counties.*
- *During an emergency at either of these two plants, the response would be coordinated with the state emergency management agency in which the plant resides, as outlined in the appropriate memorandum of agreement (MOA).*

2.2.2. Nuclear Power Plant Phases

There are typically three common phases with all nuclear power plant incidents. Each phase is based on the actions taken in response to the incident.

2.2.2.1 The Early Phase (also called the Plume or Emergency Phase) occurs at the beginning of a nuclear power plant accident involving a release of radioactive material into the atmosphere. Protective actions are taken to reduce possible exposure, but doses may accrue in this phase from deposition and inhalation of radioactive material.

2.2.2.2 The Intermediate Phase, which includes the ingestion and relocation phases, begins after the source of the radioactive release has been brought under control and reliable environmental measurements are available. Doses may accrue in this phase from deposition, re-suspension, and ingestion of radioactive material.

2.2.2.3 The Late Phase (also called the Recovery Phase) begins when actions are taken to reduce radiation levels in the environment to acceptable levels that will allow inhabitants unrestricted use of the area.



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- *During the recovery phase, all responding agencies will support continuing operations with equipment and staff.*

2.2.3. Exercise and Drill Policy

The State of Wisconsin negotiates a comprehensive exercise schedule (e.g., dates, participation level) for each eight-year cycle with FEMA Region V.

2.2.3.1 The state fully participates in an exercise with at least one of its nuclear power plants each year and conducts a full-participation ingestion exercise in each eight-year cycle.

2.2.3.2 Counties fully participate in each exercise.

2.2.3.3 The state, counties, and utilities select the criteria that will be evaluated and create exercise scenarios that meet FEMA's published demonstration requirements.

2.2.3.4 Monthly drills test communications between the nuclear facility and state and county EOCs.

2.2.3.5 Other drills and training events are submitted to FEMA Region V via the Annual Letter of Certification (ALC).

2.2.4. Potassium Iodide (KI) Policy

This policy covers the acquisition, distribution, and use of KI in the plume EPZ (10 radial miles surrounding each plant) for the Point Beach and Prairie Island nuclear power plants.

2.2.4.1 KI is a stable form of iodine that can be used to saturate the thyroid gland and block the uptake of radioactive iodine.

2.2.4.2 KI is used when an exposure to radioactive iodine is thought likely to occur or radioactive iodine has been positively identified in the environment.

2.2.4.3 The state radiological coordinator (SRC) has the legal authority to authorize and direct the timely and appropriate dispensing and use of KI.

- *General Public*

(1) The primary means of protecting the general population in the event of a nuclear power plant emergency is evacuation.

(2) Detailed information and tables on the evacuation of the general public, schools, and persons with disabilities and functional needs are available in each of the utilities' Evacuation Time Estimates (ETE) studies.

(3) Current policy does not provide for the statewide stockpiling and distribution of KI to the general population, but it does support the limited pre-distribution of KI to the general population within any local jurisdiction within the EPZ which specifically requests that KI be available to its general population.

- *Emergency Workers and Immobile Populations*

(1) KI will be made available to emergency workers and immobile populations within the EPZ, in the event of a release of radioactive iodine, upon recommendation from the SRC.

(2) The SRC will authorize and direct the timely and appropriate dispensing of KI.

- *The RPS SRC will recommend that county health officials authorize the dispensing of KI to emergency workers and immobile populations.*

(1) The primary protection of the general public is anticipated to be by early evacuation or sheltering in place, however, KI may be distributed to immobile populations and other



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persons with special needs where evacuation is not practical or cannot be done in a timely manner.

- (2) RPS utilizes all appropriate federal guidance regarding appropriate dosage and exposure limits.
- (3) It is recognized that possible side effects may occur from the consumption of KI. When recommended, the consumption of KI shall be voluntary and not mandatory on the part of the individual.
- (4) The state, its legal subdivisions and the administering physicians or other health professionals shall not be held liable in the event of any adverse physical reaction from the consumption of KI.
- (5) All individuals receiving KI shall be requested to sign a release form. County health officials are responsible for maintaining accurate records of KI doses administered to emergency workers.
- (6) Resident physicians or other health professionals are responsible for maintaining dose records for the immobile population and service workers in institutions within the EPZ affected by a radioiodine release.

2.2.5. The state has issued an initial three-day supply of KI to the risk counties for emergency workers.

- (1) These supplies are stockpiled in facilities designated in each risk county's plan.
- (2) The counties develop plans for distribution from the county stockpile.
- (3) Initial re-supply in the event of an extended emergency shall be provided from sources within the county or the state, if available.
- (4) The state will assist by securing additional supplies from other risk counties or from pharmaceutical supply houses to ensure the provision of sufficient additional doses of KI to meet local needs.

2.2.6. Non-nuclear Power Plant Incidents and Events

2.2.6.1 Non-nuclear power plant incidents that involve radiological materials will, as required by state statute, primarily be handled by local responders acting with direction from the RPS staff.

- *RPS will ensure that the WEM duty officer (DO) is notified of any transportation incidents involving radiological materials.*
- *If the WEM DO receives the first notification from the local responders, he/she will immediately notify RPS using the standard operating guidelines (SOG) found in the DO Manual, Hazardous Materials and Spills SOG 2-30.*
- *If the incident response escalates to a level that additional state resources are required, the WEM DO will be advised by RPS or WEM management to elevate the state emergency operations center (SEOC) and make appropriate notifications.*
- *The DO will work with the WEM Administrator to meet requests via procedures outlined in this appendix and elsewhere in the State Emergency Operations Plan (SEOP).*

2.2.6.2 Radiological Transportation

- *WEM is the Governor's designated point of contact for notification of radioactive waste and spent fuel shipments that travel through the state.*



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- (1) The initial shipment notification is received by the WEM Administrator and then forwarded to the REP Section Staff.
 - (2) The REP Section Staff will then be advised to follow the Wisconsin Radiological Transportation Notification Process.
 - (3) As part of the Wisconsin Act 137, if a radiological shipment is classified as a Highway Route Controlled Quantity (HRCQ) then it must obtain a radiological transportation permit from WisDOT and an armed escort is required.
- *In the event of a transportation accident involving one of these shipments, local responders would be the first to respond.*
 - (1) Local responders are trained to recognize placards and labels indicating hazardous or radiological materials.
 - (2) When these warnings are recognized, local responders will contact their Regional Hazardous Material Response System Team or the WEM DO.
 - (3) The DO will contact the RPS SRC.
 - *The RPS may deploy a team to the incident site to survey the shipment to determine if the package was compromised in the incident.*
 - *They will also survey the people, vehicles, and environment to determine if there has been any contamination.*

2.2.7. Hostile Actions

Terrorist incidents are any violent acts dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Terrorist activities addressed in this annex are specific to deliberate attacks on a nuclear plant, or the detonation of an RDD.

- 2.2.7.1 Notifications of these incidents would occur through the communication systems already in place, as described in ESF 2.
- 2.2.7.2 If the nuclear plant were incapacitated, notification could come from several other sources, local law enforcement, local emergency management, WI DOJ, or the Nuclear Regulatory Commission (NRC).
- 2.2.7.3 All appropriate ESF's would be activated in the SEOC, and the WI Homeland Security Council (HSC) and Joint Terrorism Task Force (JTTF) would convene.
- 2.2.7.4 WEM would deploy regional staff to the affected county EOC's and request that our Emergency Police Services (EPS) Deputy be positioned at the Incident Command Post (ICP).
- 2.2.7.5 Response to a radiological terrorist incident would differ from the response to other radiological incidents in the following ways:
 - *Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) would have a more prominent role as they would serve as the state liaison with federal investigative and intelligence agencies. WSIC analyzes suspicious incidents relating to homeland security issues and shares related information with state, local, and tribal governments.*
 - *The site of any terrorist attack becomes a crime scene as well as an incident site. Law enforcement agencies will need to preserve and collect evidence while emergency*



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responders perform the same types of duties they would perform in other emergency situations.

- *A joint information center (JIC) would be established but with a local and federal law enforcement presence in addition to state and local Public Information staff. The FBI would review all media releases before they are issued.*
- *Protective actions for radiological incidents are usually formulated and recommended by the state to the counties. For terrorist incidents, situational information from local law enforcement would be required before any protective actions could be implemented.*

3. Responsibilities and Tasks-Response

3.1. Notification and Mobilization

3.1.1. Point Beach Nuclear Plant

3.1.1.1 State and county emergency management agencies use standardized forms to expedite communicating information.

3.1.1.2 EMNet is the primary means for notification and communication during an incident.

- *It is a dedicated system that uses the internet as Primary and Satellite as an automatic backup.*
- *This system provides a secure, dedicated communications between the affected plant, county, and state responders.*
- *The code for each location and call groups is in the State Emergency Operations Plan (EOP) Telephone Directory. User priorities for EMNet are:*
 - (1) Siren activation
 - (2) Incident Notification/Protective Action Recommendation (PAR) Upgrade
 - (3) Status Update
 - (4) General Information/Coordination

3.1.2. Prairie Island Nuclear Generating Plant

3.1.2.1 NXT Communicator is the notification system used by Prairie Island to notify Wisconsin, Minnesota, and the affected counties of an incident at the facility.

- *The system sends an email of the standardized notification form to each notification point (i.e. WEM Central Office, Pierce County, and Wisconsin Department of Transportation/Wisconsin State Patrol (WisDOT/WSP)) and then follows up with a phone call to all notification points.*
- *NXT Communicator is used for notification only and can be transferred to another location if the Emergency Operations Center (EOC) relocates.*
- *The National Warning System (NAWAS) is used by Prairie Island as a backup to the NXT Communicator notification system.*

3.1.2.2 Byron and Zion Nuclear Power Plants

- *The State of Illinois notifies WEM of any incidents via commercial telephone lines.*



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- (1) Byron is an ingestion pathway risk only for Wisconsin.
- (2) Zion is not operational and cannot have an incident that exceeds an Alert classification.

3.1.2.3 La Crosse Boiling Water Reactor (Genoa) and Kewaunee Power Station

- *The plants notify WEM of any incidents via commercial telephone lines.*
 - (1) Genoa and Kewaunee are not operational and are considered a storage facility only. The plants cannot have an incident that exceeds an Alert classification.

3.1.2.4 All nuclear power plants affecting Wisconsin also use commercial telephone lines, cellular, and facsimile machines as back-up communications.

- *During business hours the REP Section receives notification and subsequently notifies the DO and SRC.*
- *During non-business hours and holidays State Patrol receives notification and subsequently notifies the DO and SRC. The DO and SRC will respond per the procedures in the WEM Duty Officer Manual, SOG 2-20.*
- *Telephone numbers are updated quarterly, by the REP Section, via the State's incident management software alert groups and by handing out the telephone directory for updates at quarterly UPC meetings. The REP Section is responsible for maintaining and updating REP related contact information.*
- *The state will partially or fully elevate its EOC as directed by the WEM Administrator or Senior Duty Officer (SDO) based on information supplied by the nuclear power plant and the SRC, who are continually assessing the situation and the potential for escalating to a higher emergency classification level (ECL).*

(1) Unusual Event

- *WEM Administrator/SDO and SRC are notified; the DO monitors the situation.*
- *State Public Information staff may be dispatched to the EOC or JIC.*
- *For an Unusual Event, the SEOC is NOT elevated unless the SRC specifically recommends it.*

(2) Alert

- *WEM Administrator/SDO, SRC and FEMA Region V are notified.*
- *The SEOC is automatically elevated at the ALERT and the WEM Administrator/SDO determines to what level (partial or full).*
- *The SRC determines if radiological monitoring teams are to be activated and dispatched to the scene.*
- *State Public Information staff may be dispatched to the JIC.*

(3) Site Area Emergency

- *The WEM Administrator/SDO, SRC and FEMA Region V are notified.*
- *The SEOC is fully elevated.*
- *State Public Information staff is dispatched to the JIC.*
- *The Radiological Monitoring Teams are activated and dispatched to the affected county(s).*

(4) General Emergency

- *The WEM Administrator/SDO, SRC, and FEMA Region V are notified.*
- *The SEOC is fully elevated.*
- *State Public Information staff is dispatched to the JIC.*



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- *The Radiological Monitoring Teams are activated and dispatched to the affected county(s).*
- 3.1.3. The WEM Administrator or designee coordinates the state's response to a nuclear power plant incident from the SEOC with other state, federal, local, and tribal agencies.
- 3.1.3.1 SEOC activities are outlined in the SEOC Position Manuals.
- 3.1.3.2 If the SEOC is not yet operational and circumstances at the plant require an immediate Protective Action (i.e., evacuation or shelter in place) of the population in all or part of the EPZ, the sheriff, incident commander, or other designated county official may implement either the utility PAR or the default PAR (whichever is most conservative) without coordination with the state or other affected county.
- 3.1.4. If adjacent states are affected and it is mutually agreeable:
- 3.1.4.1 The state may send a liaison to the other affected state's EOC.
- 3.1.4.2 An SRC liaison may be sent to the affected plant's Emergency Operations Facility (EOF).
- 3.1.5. ECL's are determined by plant personnel, transmitted to the WEM DO or to the SEOC, verified by callback by the SRC, and then become the basis for state, local, and tribal government offsite response.
- 3.1.6. The state reserves the discretion to initiate offsite response, regardless of ECL, based on its independent assessment of data provided by plant authorities, offsite field conditions, meteorological data, and state and local emergency response capabilities.
- 3.1.7. Offsite response decisions and PARs are based on the EAL, which is the basis for the ECL declaration. Based on the EAL and off-site conditions, the SEOC Manager, SRC, and counties concur on the off-site response or PAR.
- 3.1.7.1 The response can be all or any combination of response activities for the ECL.
- 3.1.7.2 Protective actions or assistance needed for evacuation routes and/or transportation for onsite individuals at Point Beach Nuclear Plant are supported by Manitowoc County.
- 3.1.7.3 Prairie Island Nuclear Generating Plant is provided assistance with evacuation routes and/or transportation by Minnesota.
- 3.1.8. Protective Action Recommendation (PAR) Procedure:
- 3.1.8.1 Point Beach Nuclear Power Plant
- *Upon official notification of the utility PAR, the state agrees to implement the utility PAR unless either of the following occurs:*
 - (1) The SRC determines that the utility PAR is inconsistent with data provided by the utility or with current meteorological data and can develop an alternate PAR within five minutes. The SRC then recommends the utility PAR or the alternate PAR to the SEOC Manager.
 - (2) At the time the SEOC Manager/Ops is seeking concurrence from the affected counties, one of the counties has extenuating circumstances and wishes to implement a more conservative PAR. Any changes of the SRC recommended PAR will be coordinated by WEM Operations staff.
- Note: The initial minimum PAR for the Point Beach plant is evacuation in all sectors out to five miles.*



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- (3) Once the PAR is agreed upon by both the state and the affected counties and is approved by the WI Governor's Designee, the SEOC Manager acknowledges that the PAR is now a Protective Action Decision (PAD).
- (4) WEM Operations coordinates with the affected counties to select the appropriate EAS message and set the time to sound the sirens.
- (5) The counties send the pre-scripted EAS message and Special News Bulletin to the EAS station(s).
- (6) The stations broadcast the messages immediately after the sirens are sounded.
- (7) The same procedure is followed for changes and updates to PARs.

3.1.8.2 Prairie Island Nuclear Generating Plant

- *Upon official notification of the utility Protective Action Recommendation (PAR), both states agree to implement the utility PAR unless either of the following occurs:*
 - (1) The SRC or Minnesota Planning Assessment Chief (PAC) determine that the utility PAR is inconsistent with data provided by the utility or with current meteorological data and can develop an alternate PAR within five minutes. The SRC and PAC then recommend the utility PAR or the alternate PAR to the WI SEOC Manager and the State of Minnesota's State Incident Manager (SIM) respectively.
 - (2) At the time the SEOC Manager or SIM is seeking concurrence from the affected counties, one of the counties has extenuating circumstances and wishes to implement a more conservative PAR. Coordination of any change of the SRC/PAC recommended PAR will be handled by WEM Operations and the State of Minnesota's Homeland Security and Emergency Management (HSEM) Operations.
 - (3) Once the PAR is agreed upon by both states and the affected counties and approved by the Minnesota Governor's Authorized Representative and Wisconsin Governor's Designee, the SIM and SEOC Manager acknowledge that the PAR is now a Protective Action Decision (PAD) and set the time for the sounding of the sirens.
 - (4) The State of Minnesota will initiate siren coordination and broadcast EAS messages for the area surrounding the 10-mile EPZ on behalf of Dakota and Goodhue Counties in Minnesota and Pierce County, Wisconsin.

3.2. Emergency Public Information

3.2.1. On an annual basis, the offsite response organizations and the utilities work collaboratively to develop and distribute public information products that cover emergency planning guidance information.

3.2.1.1 Populations that reside within the Point Beach 10-mile EPZ receive this information annually via mailed post card that is supplemented by an informational webpage. In addition, a visitor/transient brochure is distributed to transient populations, businesses, schools, and recreational areas in the EPZ.

3.2.1.2 Populations that reside within the Prairie Island 10-mile EPZ receive this information annually via mailed guide. In addition, a visitor/transient brochure is distributed to transient populations, businesses, and recreational areas in the EPZ.

3.2.2. During an emergency, priority information is released to the public via media advisories and pre-scripted Emergency Alert System (EAS) messages.



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- 3.2.2.1 Media advisories include "First Notice" of the NPP incident, a "Livestock Advisory," and "School Evacuations".
- 3.2.2.2 EAS messages and Special News Bulletins provide instructions to the public about Protective Action Decisions (PADs) and how to implement them.
- *The appropriate EAS message is broadcast to the public by the counties using their Public Alert and Notification Systems.*
 - *The information contained in the EAS messages and any additional information needed by the public is disseminated via media releases and media briefings.*
- 3.2.3. JIC
- 3.2.3.1 The JIC locations for NPPs are:
- *Prairie Island Joint Information Center
The State of Minnesota
Homeland Security and Emergency Management
State Emergency Operations Center
Town Square
444 Cedar Street
St. Paul, MN
JIC Suite 223
Media Briefing Room Suite 155*
 - *Point Beach Joint Information Center
3060 Voyager Drive
Green Bay, WI*
- 3.2.3.2 JIC phone lists for NPP incidents can be found in the SEOC Operations Manual located in the SEOC.
- 3.2.3.3 Public information and JIC operations are detailed in ESF 15 – External Affairs.
- 3.2.3.4 Public information officers (PIOs) and support staff have access to the entire JIC and security is the responsibility of the hosting entity.
- 3.2.3.5 The state's JIC staffing for a NPP incident may include a lead PIO, assistant PIO, Emergency Management and Radiological Health Technical Advisors and one or more support staff.
- 3.2.4. The public will be provided via press release with a public inquiry "hotline" phone number, at a time deemed appropriate, and will be instructed to use this number for all questions regarding incidents at NPPs.
- 3.2.4.1 Phone numbers used for public inquiry are pre-established and published in the annual Emergency Planning Guides.
- 3.2.4.2 Identified rumors will be logged and passed onto the appropriate agency for response.
- *Rumors may be addressed through media releases, briefings, or by individual contact.*
 - *Rumors will not be addressed through EAS broadcasts unless the rumor(s) interferes with protective actions.*



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- 3.2.5. The state works with the utilities and counties to conduct a coordinated yearly program to acquaint the media with their emergency plans, information concerning radiation, and points of contact for release of public information.
- 3.2.5.1 The program includes the annual mailing to the media in the form of a media packet which includes the locations of the JIC for that plant, names and contact information for the plant, county and state PIOs, public inquiry numbers, a description of each organization's duties and responsibilities, and general information about radiation.
- 3.2.5.2 The packet also includes the annual Emergency Planning Guides and visitor/transient brochure which are distributed to residents, businesses, and recreational areas in the EPZ.
- *Although not required, the Point Beach Emergency Planning Guide information is also translated in Spanish and Hmong and can be found on their website.*
- 3.2.5.3 Additional mailings to local media occur throughout the year as special mailings, inviting the media to participate/observe in exercises or training events.
- 3.2.6. Ingestion Information
- The state publishes and distributes information for protecting the public and livestock from ingesting contaminated food, feed and water within a 50-mile radius (the IPZ) of each nuclear power plant.
- 3.2.6.1 This information is included in the plants' annual Emergency Planning Guides and in the state's ingestion brochure titled "Wisconsin Radiological Emergency Information for Farmers, Food Processors, and Distributors."
- 3.2.6.2 These documents are distributed, as appropriate, throughout the IPZ.
- *A number of these brochures are placed with the county emergency management director and UW Extension Agents in each affected county for distribution to county and local agencies.*
 - *The ingestion brochures are also available to view on the Wisconsin Emergency Management website.*
 - *In the event of an incident, an adequate number of copies for county-wide distribution could be printed using the following procedure:*
 - (1) A camera-ready copy of the ingestion brochure is maintained by WEM.
 - (2) Arrangements have been made for emergency printing of brochures for the affected counties at state printing facilities in Madison.
 - (3) Affected counties will be contacted and asked for the number of brochures they need.
 - (4) WEM arranges for delivering copies of the brochure to the EOC in each affected county via WSP or other means.
 - (5) The counties are responsible for distributing brochures to the food producers, processors, and distributors in the affected risk and ingestion counties.

3.3. Radiation Control and Sampling

3.3.1. Radiation Control

3.3.1.1 RPS/SRC will:



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- *Direct and coordinate the assessment of the radiological impact of the incident, perform dose assessment calculations and recommend or revise protective actions made to the Governor or designee.*
- *Advise county decision makers regarding stay times, turn back values, ingestion of KI, and monitoring the exposure of emergency workers.*
- *Receive and give periodic status updates, coordinate activities or negotiate protective action recommendations with the Forward Operating Center/Mobile Radiological Laboratory, other state agencies (e.g. WEM, DATCP, and DNR), federal agencies, neighboring states, county radiological officer and the utility.*
- *Identify the need for additional field monitoring, sample collection, and sample analysis resources and establish liaisons with federal response centers. Coordinate requests for federal or other state assistance with WEM.*
- *Assist with the public information effort by providing technical information to the JIC, assisting PIOs with resolving incorrect information or rumors, working with WEM to provide technical information to elected officials and developing information regarding long-term response efforts.*

3.3.1.2 WI DHS has lead responsibility for 24-hr/day capability monitoring and assessing individuals contaminated with radioactive material, emergency workers, and vehicles that arrive at reception centers.

- *WI DHS health monitoring personnel at the reception centers are supplemented by trained local Auxiliary Health Monitors who operate under WI DHS supervision.*
- *WI DHS has a roster of trained state and local government personnel who serve on state radiological emergency response teams that perform both field and health monitoring.*
- *State team members are responsible for supervising health monitoring activities at the reception center.*
- *WI DHS will maintain and calibrate the designated equipment quarterly.*
- *The county ensures that the appropriate equipment is at the reception center at the time of activation.*
- *WI DHS is responsible for all radiological monitoring equipment.*
- *The type, number and locations of equipment can be found in the RIRP.*

3.3.1.3 The oversight of care and treatment of radioactively contaminated, injured, or exposed emergency workers and the general public is a state responsibility.

- *Under the provisions of the REP Program Manual, RPS has worked with the utilities and counties to identify nearby hospitals to be responsible for this function.*

3.3.1.4 The transportation of radioactively contaminated, injured or exposed emergency workers and the general public is a county responsibility.

- *Under the provisions of the REP Program Manual, RPS has worked with the utilities and counties to identify nearby transportation providers to be responsible for this function.*

3.3.2. Food, Animal and Plant Services



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3.3.2.1 State government has the primary responsibility for protecting the general public from ingesting contaminated food and water resulting from an incident at a NPP. This responsibility is shared by four state agencies:

- *WEM*
- *RPS*
- *DNR*
- *DATCP*

3.3.2.2 Other state and federal agencies that may assist include:

- *The Cooperative Extension Service*
- *State and County Food and Agriculture Councils (FACs)*

Note: These agencies may serve as coordinators for the USDA local-level response. DATCP is also responsible for keeping these agencies informed of the situation status and for coordinating all agencies' resources.

3.3.2.3 The SRC manages all field monitoring and sampling activities in Wisconsin using staff from:

- *RPS*
- *The University of Wisconsin*
- *Local health departments, and*
- *Federal sampling teams*
- *Staff from DATCP is used to collect food-related and water samples in areas outside the 10-mile EPZ.*

3.3.2.4 In coordination with local officials, actions to protect the public from the ingestion of radioactively contaminated food or water (e.g. agricultural holds, disposal of contaminated food or animals, shutting down surface water intakes for public water supply systems, curtailment of hunting or fishing) will be reviewed and determined jointly by WEM, WI DHS, DATCP and DNR staff in the SEOC. They are implemented through state agency rules by state agency personnel and are announced to the public through the media.

3.3.2.5 PARs are based on the analysis of sampling conducted at predetermined locations within the 10-mile EPZs.

- *Environmental sampling outside the 10-mile EPZ will be directed at determining the limits of the area of radiological impact (i.e. the "plume") and determining the level of contamination of food and water within and adjacent to the plume area.*
- *The state has maps for use describing the EPZ and IPZ for each plant, in addition to evacuation routes, reception and congregate care centers, traffic control points, and radiological sampling points.*
 - (1) The maps are stored in the SEOC and the SRC work area.
 - (2) They are also available digitally and can be printed as needed.
- *DATCP is responsible for developing procedures to utilize this information system to inform affected food producers, processors, and distributors about protective action recommendations and required post-incident response actions.*



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- (1) DATCP maintains up-to-date computer records of food producers, processors, and distributors within the IPZs of all NPPs affecting Wisconsin.
- (2) Maps for recording information on the status of the emergency and for monitoring key land-use and other ingestion-related data are developed and maintained by county agricultural or extension agents and the USDA office located in Wisconsin.
- (3) During an incident, SEOC receives data from RPS field teams and develops maps tracking dose rates in the affected areas, which DATCP may use to determine the impact on food producers and processors. FRMAC also assists the state in developing these maps.

3.4. Request for Federal Assistance

- 3.4.1. Local resources will provide the primary response for incidents within their jurisdiction.
 - 3.4.1.1 The state provides additional resources upon local request, to include requesting federal assistance resources.
 - 3.4.1.2 The Governor of Wisconsin or designee is authorized to request federal assistance in the event of a nuclear power plant incident (Wisconsin Statute § 323.12(4)(b)).
 - 3.4.1.3 When requesting federal resources, the state will identify the type and quantity of resources needed from federal agencies.
- 3.4.2. Coordination with the federal government for the direction of offsite emergency response is secured under the provisions of the appropriate federal plans (e.g. National Response Framework (NRF) and the Nuclear/Radiological Incident Annex).
 - 3.4.2.1 The Nuclear Regulatory Commission (NRC) is the Lead Federal Agency (LFA) for NPP incidents.
 - 3.4.2.2 Primary coordination occurs through WEM and the NRC for radiological issues, FEMA for non-radiological issues, and DOE for monitoring and assessment issues.
 - 3.4.2.3 Communications with federal agencies occurs with "home office" staff and with field locations when they are established.
 - 3.4.2.4 WEM is also kept informed of contacts regarding the incident between state agencies and their federal agency counterparts through EOC briefings and shared event logs.
- 3.4.3. At a Site Area Emergency ECL, the SEOC Manager or SRC will advise the LFA or DOE to alert the Region V Radiological Assistance Program (RAP) Team and the FRMAC (including the Advisory Team) of the incident. If the incident escalates and the SEOC Manager and SRC determine they and other federal agencies and assets are necessary, they will request them from the LFA or DOE.
- 3.4.4. Federal assets, such as the Consequence Management Home Team (FRMAC support), are available via phone and computer to provide support until the first Consequence Management Response Team (CMRT) arrives and becomes operational.



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Table 2: Federal Assets Response Time

Resource	Anticipated Arrival Time After Notification	Source
Advisory Team (via phone bridge)	< 2 hours	FRMAC Operations Manual 2010 Pp 38 Section 4.6.5
RAP Team	4-8 hours	FRMAC Operations Manual 2010 Pp 20 Section 3.5.3
Consequence Management Response Team (CMRT) Phase 1	10-18 hours	FRMAC Operations Manual 2010 Pp 22 Section 3.5.5; Pp G-2, G.5
Consequence Management Response Team (CMRT) Phase 2	18-36 hours	FRMAC Operations Manual 2010 Pp G-3 Section G.6

- 3.4.5. In the event of a Point Beach NPP incident, the Austin-Straubel Airport (Green Bay) could be a possible location for a FRMAC site. This facility can provide landing capability, operations and storage space, lodging, facilities, and logistics support for the various federal assets and personnel requested.
- 3.4.6. In the event of a Prairie Island NPP incident, the State of Minnesota lists the Air National Guard facilities at the Minneapolis-St. Paul International Airport as possible FRMAC sites. HSEM will coordinate with other federal agencies located at the FRMAC.

4. Responsibilities and Tasks-Recovery

4.1. Wisconsin Recovery Task Force

- 4.1.1. The State Recovery Task Force will consist of the WEM Administrator (or designee) and representatives from the following agencies/organizations, as needed:
 - 4.1.1.1 WI DHS – Divisions of Public Health, Disability and Elderly Services, and Health Care Financing
 - 4.1.1.2 WI Department of Children & Families (DCF)
 - 4.1.1.3 WisDOT – Divisions of Transportation System Development and Wisconsin State Patrol
 - 4.1.1.4 DNR – Divisions of Enforcement, Environmental Quality & Resource Management
 - 4.1.1.5 DATCP – Divisions of Food, Animal Health and Agricultural Resource Management
 - 4.1.1.6 DMA – The Adjutant General
 - 4.1.1.7 PSC Chairperson
 - 4.1.1.8 ARC Director of Disaster Services
 - 4.1.1.9 Other state agencies as deemed appropriate



- 4.1.2. The task force will also include appropriate representation from the risk and ingestion counties, the utility, and affected adjacent states.
- 4.1.3. Federal representation should include liaisons from the Federal Advisory Team for Environment, Food and Health and may include some or all of the agencies identified in the NRF and the Nuclear/Radiological Incident Annex.

4.2. Recovery Operations

State recovery operations are a natural extension of the Governor's responsibilities as delegated to WEM under Chapter 323 Wis. Stats.

- 4.2.1. When the administrator determines that the response phase has been completed:
 - 4.2.1.1 The WEM Administrator, after consultation with other federal, state, local, and tribal officials and agencies, coordinates with the Governor to transition from the response phase to the recovery phase.
 - 4.2.1.2 The transition time is announced to all responders at the federal, state, local levels and that a State Recovery Task Force has been established.
- 4.2.2. The Task Force will manage the recovery efforts for offsite areas affected by an incident at a NPP.
 - 4.2.2.1 The WEM Administrator, acting on behalf of the Governor, will create and chair the State Recovery Task Force, identifying which agencies and organizations will compose it.
 - 4.2.2.2 The Task Force will guide recovery efforts in those areas affected by the incident at the NPP and shall create a recovery plan to address responsibilities including, but not limited to:
 - *Developing a long-term radiological monitoring and assessment plan.*
 - *Developing a plan for the decontamination and restoration activities of both ingestion areas and restricted zones as closely as possible to their pre-incident condition.*
 - *Determining priorities for and scheduling restoration activities.*
 - *Determining which agencies and organizations can provide the personnel, equipment, and resources necessary to complete restoration activities and securing this assistance.*
 - *Determining which areas must remain restricted on a long-term or permanent basis due to radiological or economic considerations.*
 - *Arranging for services to the evacuated population.*
 - *Assisting evacuated individuals, businesses, and industries with resettlement activities.*
 - *Creating a process for identifying losses caused by or resulting from the incident and for negotiating reimbursement of those losses from the utility and its insurers (e.g., American Nuclear Insurers).*
 - *Provide continuing public information about recovery actions, activities, and timetables through the media.*



5. Exercise Cycle/Exercise Participation Levels

5.1. State Exercise Frequency

- 5.1.1. Exercises and drills are conducted in accordance with NRC and FEMA rules and policy, based on simulated incidents at nuclear power plants, to test and evaluate state and local offsite radiological emergency response capabilities and to develop and maintain key skills in emergency responders.
- 5.1.2. WEM conducts required exercises with two nuclear plants, which have all or part of their plume or ingestion exposure pathway EPZs in Wisconsin. These are:
 - 5.1.2.1 Point Beach, and
 - 5.1.2.2 Prairie Island
- 5.1.3. Each exercise cycle covers a period of eight years.
- 5.1.4. Scenarios for exercises will be varied from exercise to exercise and will include all required scenario variations during the exercise cycle, including but not limited to:
 - 5.1.4.1 Ingestion pathway, and
 - 5.1.4.2 Hostile action based
- 5.1.5. Counties are required to fully participate in all exercises.
- 5.1.6. The state will fully participate in exercises (this includes all affected state agencies) but may partially participate if state objectives were successfully demonstrated in an exercise with the same counties during the exercise cycle.
- 5.1.7. It is Wisconsin's policy to fully staff the SEOC with state agency liaisons, but not conduct field operations for partial participation exercises.
- 5.1.8. If it is determined that a partial participation exercise is appropriate, then the state will send a letter requesting exemption from full participation to the FEMA Regional Office.
 - 5.1.8.1 If approval is granted, partial participation will be clearly described in the extent of play agreement.
 - 5.1.8.2 FEMA will provide an evaluator for any unevaluated activities and the state and/or counties will be subject to the same issues, level 1 findings, etc., as they would during full participation in an exercise.
- 5.1.9. The REP Program Manual requires that states exercise, at least biennially, with each of their "plume EPZ" nuclear power plants.
 - 5.1.9.1 The State of Wisconsin has a policy of exercising with the Prairie Island NGP in even-numbered years and with the Point Beach NPP in odd-numbered years.
 - 5.1.9.2 The REP Program Manual further requires that a state fully participate in an exercise with each of its "plume EPZ" nuclear power plants at least once during the eight-year-cycle.
- 5.1.10. Each state and "risk" county must demonstrate the ability to carry out emergency response functions (i.e., elevate EOCs, mobilize staff that report to the EOCs, establish communications linkages, complete notifications).
- 5.1.11. Exercises are scheduled eight years into the future.



5.1.11.1 Dates for exercises are negotiated and finalized for all of FEMA Region V states at a regional exercise scheduling conference held each year.

5.2. County Exercise Frequency

5.2.1. The REP Program Manual requires that each “risk” county fully participate, at least biennially, in an exercise with its respective nuclear power plant (or plants).

5.2.1.1 Dates for exercises are negotiated and finalized for all of FEMA Region V states at a regional exercise scheduling conference held each year.

5.3. Exercise Planning

5.3.1. Exercise Objectives

5.3.1.1 State, county, and utility planners at a pre-exercise planning meeting (or meetings) jointly agree upon exercise objectives.

5.3.1.2 Exercise objectives are reviewed with the FEMA regional office and then discussed at an Extent of Play meeting which is held at least 100 days prior to the exercise date.

5.3.1.3 The Extent of Play describes the logistics to demonstrate criteria, any special circumstances for demonstrating the objectives, and any deviation from current plans and procedures.

5.3.1.4 This meeting is attended by representatives from FEMA, WEM, RPS, the counties, and the utility.

5.3.2. Exercise Scenarios

5.3.2.1 Exercise scenarios shall simulate an emergency at a nuclear power plant that results in an offsite radiological release which will require the mobilization of sufficient state and county resources to verify the effectiveness of the emergency response plans and response capabilities of these agencies/organizations.

- *Onsite scenarios are developed jointly by the utility and the state to meet the exercise objectives identified in the pre-exercise meeting and which have been approved by FEMA.*
- *Offsite scenarios are then developed by the state, based on the onsite scenario.*
- *The state will provide to FEMA a separate timeline for the utility activities in the exercise and one for the offsite response organization (ORO) response activities.*
- *The state will also develop a timeline integrating the utility and ORO timelines.*
- *The timelines will be provided to FEMA for review and approval, at least 60 days in advance of the exercise date.*
- *Scenarios will be varied from year-to-year to ensure that all major elements of plans and preparedness are tested within an eight-year period.*

5.3.2.2 Exercise scenarios are to have only very limited exposure, prior to the exercise, to ensure the spontaneity of state and county response.

5.3.2.3 The scenarios are to be developed in response to a time schedule of real and simulated incidents initiated at the NPP and will provide a narrative summary which may include such events and simulated casualties, offsite fire department assistance, rescue of personnel, use of protective clothing, deployment of radiological monitoring teams,



simulation of road blocks along evacuation routes, test evacuations, opening of reception and congregate care centers, radiation monitoring of evacuees, and public information activities.

5.4. State Observation/Assessment of Exercises

- 5.4.1. WEM personnel and personnel from other state agencies, other states, volunteer organizations, and the private sector will at various times request an opportunity to observe the exercise, visiting various field locations, and during off-shift periods, also observe operations in the SEOC.
- 5.4.2. WEM regional directors, serving as liaisons at the county EOCs, will also observe local response activities.
- 5.4.3. Observers will be provided, at a minimum, the exercise timeline for all activities, exercise staffing list, and the Extent of Play.
- 5.4.4. At the end of the exercise, observers will be asked to participate in a critique of the response organizations operations during the exercise and can suggest changes to procedures to improve response operations.
 - 5.4.4.1 An exercise controller will note all comments and include them as part of the complete exercise critique package.
 - 5.4.4.2 If needed, debriefing sessions will be held following the exercise to discuss both successes and functional areas in need of improvement.

5.5. Federal Evaluation/Critique of Exercises

- 5.5.1. Federal officials will observe each exercise and will comment on the effectiveness of state and county response, in accordance with FEMA radiological emergency planning (REP) exercise methodology, at a post-exercise critique.
- 5.5.2. Problems with state and county performance are categorized as:
 - 5.5.2.1 Level 1 finding, formally known as deficiencies (e.g. those which directly affect the capability to protect the health and safety of the public near the NPP) or
 - 5.5.2.2 Level 2 finding, formally known as areas requiring corrective action (ARCA) (e.g. those not putting public health and safety at risk, but which must be corrected during or before the next scheduled biennial exercise).

5.6. Response to the Federal Evaluation

- 5.6.1. Within 30 days following the exercise, FEMA will send a draft exercise report to the state, which includes the above evaluation.
- 5.6.2. A final formal report will be sent 90-days after the exercise.
- 5.6.3. State REP staff will share the report with affected state agencies and the county (or counties) and request those agencies to respond with a schedule of corrective actions.
- 5.6.4. State staff will then develop an appropriate response to the FEMA Region V office.
- 5.6.5. This response will indicate plans for and timing of proposed corrective actions, including changes in state and county emergency response plans and exercise procedures.



5.6.6. WEM REP staff will monitor state and county progress in implementing these actions.

5.7. State Exercise Assistance

5.7.1. WEM REP staff will work with state agencies and the affected county (or counties), to assist in preparations for the exercise. Exercise preparation may include, but not be limited to:

5.7.1.1 Briefings of state and county personnel

5.7.1.2 Table-top practice exercises

5.7.2. Federal observers will be briefed prior to each exercise regarding any recent changes in state or county plans and any special features or specific locations of exercise activities.

5.8. Communication Drills

5.8.1. Communications between the nuclear facility, the SEOC, Field Assessment Teams, and county EOCs are tested annually (or more frequently), through the use of:

5.8.1.1 Communications drills, and

5.8.1.2 Monthly through recorded communications tests that include message content checks.

5.8.2. The REP Section is responsible for quarterly updates to each procedure that contains telephone numbers.

5.9. Other Drills and Training Events

5.9.1. NUREG-0654 and the REP Program Manual direct that annual drills be conducted with at least one hospital and transportation provider in the vicinity of each NPP.

5.9.2. In Wisconsin, these drills are sometimes conducted in conjunction with the NPP exercises and are separately conducted at other times.

5.9.3. In response to NUREG-0654, radiological monitoring and health physics drills are also jointly conducted in conjunction with NPP exercises.

5.9.4. Health physics drills are conducted at least semi-annually.

5.9.4.1 Additional training in the collection and evaluation of samples, and response to the analysis of simulated elevated airborne and liquid samples, as well as direct radiation measurements in the environment will be conducted by the RPS, at annual training events for state and local personnel.

5.9.4.2 These sessions will be conducted at various locations throughout the state in proximity to the NPPs and will include familiarizing the participants with established locations of offsite field monitoring points.

6. Radiological Incident Response Training

Emergency management training for local and tribal government officials is provided by WEM through its training program and through FEMA resident and non-resident training courses. Specific training is



provided to the "risk" counties through pre-exercise briefings, "table-top" practice exercises, and the annual radiological emergency response exercises and drills.

6.1. "In-house" training

"In-house" training for accident assessment is provided by the RPS who conducts an annual radiological field-monitoring seminar to train state response teams.

- 6.1.1. Police, security and fire-fighting personnel receive training from the utilities and are tested with simulated emergencies during their participation in nuclear power plant exercises.
- 6.1.2. All WEM employees are expected to complete a set of training courses. The core courses provide a foundation for performing WEM operational support responsibilities in the State Emergency Operations Center (SEOC). At WEM the core courses are expected to be taken within the first six months of employment, with additional required courses within three years. To see the complete list of training courses, visit the WEM training portal or contact the WEM Training Supervisor.
- 6.1.3. In addition, the REP section conducts an annual SEOC training as well as position specific training for state agency staff.
- 6.1.4. First aid, rescue, and support service personnel are tested in drills and exercises conducted jointly by the utilities and affected local and tribal governments. Medical support personnel are tested in annual exercises conducted between the utilities and local hospitals designated to receive, decontaminate, and treat radiation-exposed personnel.
- 6.1.5. Individuals responsible for transmission of emergency information and instructions are trained during the simulated emergency situations in nuclear plant drills and exercises. In addition, WEM sponsors training courses in the operation and use of the EAS and responsibilities of local PIOs.

7. Supporting Documents

7.1. Attachments

- 7.1.1. Attachment 1 – Map - Nuclear Power Plants Affecting Wisconsin
- 7.1.2. Attachment 2 – Sample Proclamation
- 7.1.3. Attachment 3 - Functional Responsibilities Matrix
- 7.1.4. Attachment 4 – Joint Information Center
- 7.1.5. Attachment 5 – Letters of Agreement
- 7.1.6. Attachment 6 – Hostile Action Based (HAB) Attachment
- 7.1.7. Attachment 7 – REP Staff Training Plan
- 7.1.8. Attachment 8 – NPP Maps

7.2. Supporting Plans

Note: This plan contains no procedures. These documents can be found in the WEM Duty Officer Manual and SEOC Manual.

- 7.2.1. Wisconsin Emergency Management



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- 7.2.1.1 WEM DO Manual
- 7.2.2. Department of Health Services
 - 7.2.2.1 Administrative Directive 38, Assignment of Emergency Human Services (EHS) Responsibility to Division and Department Personnel
 - 7.2.2.2 WI DHS Radiation Protection Section, Radiological Incident Response Plan
- 7.2.3. Division of Highways (WisDOT)
 - 7.2.3.1 The National Plan for Emergency Preparedness Emergency Stand-by Order: Establishment of Emergency Highway Traffic Regulation Plan (EHTR)
 - 7.2.3.2 The Federal Highway Administration Program Manual (6-101)
- 7.2.4. Department of Natural Resources
- 7.2.5. Department of Agriculture, Trade & Consumer Protection
 - 7.2.5.1 Computer lists of milk and other food producers, processors, and distributors, by county
- 7.2.6. Department of Military Affairs
 - 7.2.6.1 Wisconsin National Guard, Vol. II, OPLAN BADGER Military Support to Civil Authorities
 - 7.2.6.2 HQDA Operation Plan GARDEN PLOT
 - 7.2.6.3 NGR 500-1 Military Support to Civil Authorities
 - 7.2.6.4 WI Code of Military Justice (WCMJ)
 - 7.2.6.5 Vol. I Wisconsin Defense and Emergency Plan (WI DEP)
- 7.2.7. Public Service Commission
 - 7.2.7.1 Wisconsin Administrative Code, Chapters PSC 104 (Recording and Reporting Utility Accidents) and PSC 115 (Radiological Emergency Preparedness Expenses)
- 7.2.8. American Red Cross
- 7.2.9. Federal Agencies
 - 7.2.9.1 Federal Radiological Emergency Response Plan
 - 7.2.9.2 National Response Framework
 - 7.2.9.3 Nuclear/Radiological Incident Annex
- 7.2.10. Point Beach Nuclear Plant, Development of Evacuation Time Estimates
- 7.2.11. Prairie Island Nuclear Generating Plant, Development of Evacuation Time Estimates



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Table 3: Record Change

#	Date	Agency/Individual	Change
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Attachment 1

Nuclear Power Plants in Wisconsin

***Nuclear Power Plants
in Wisconsin***



Wisconsin Emergency Response Plan
Nuclear Power Plants in Wisconsin

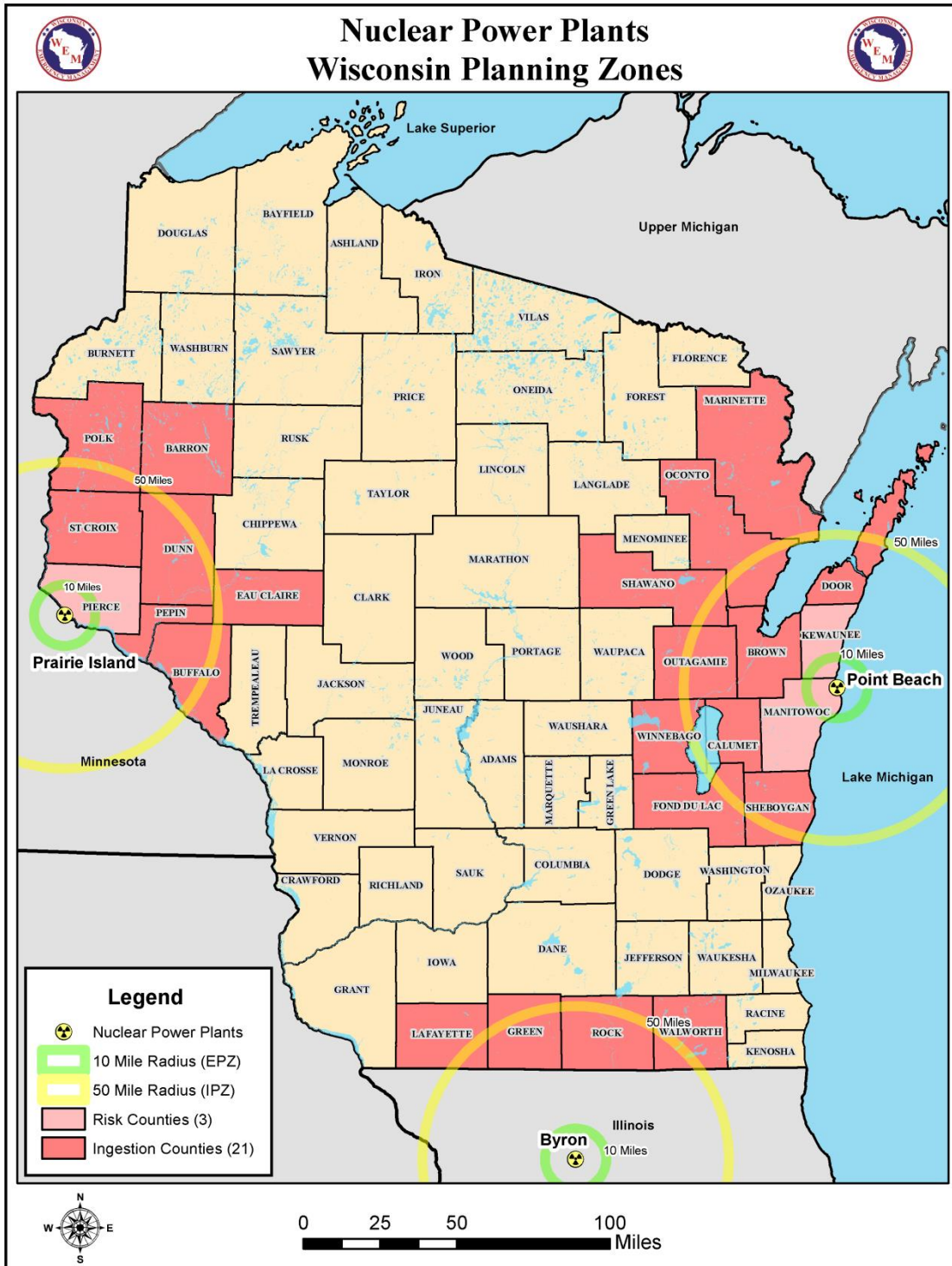
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Wisconsin Emergency Response Plan
Nuclear Power Plants in Wisconsin

Radiological
Attachment 1



Note: Detailed maps can be found in the SEOC and JIC.



Wisconsin Emergency Response Plan
Nuclear Power Plants in Wisconsin

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Attachment 2

Sample Proclamations

Sample Proclamations



Wisconsin Emergency Response Plan
Sample Proclamation

**Radiological
Attachment 2**

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RADIOLOGICAL DISASTER – NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ____

Relating to a Proclamation Declaring a State of Emergency in Response to
a Radiological Disaster

WHEREAS, a radiological disaster caused by an accident at _____
has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of
Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of
the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority
vested in me by the Constitution and laws of this State, and specifically by Sections 321.39(1)(a),
323.10, and 323.12(3) and (4), of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and
2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all
state agencies of the State of Wisconsin to assist the in the response and recovery
efforts to this situation; and
3. Call to state active duty such elements of the Wisconsin National Guard as the
Adjutant General deems necessary to assist civil authorities for purposes of assisting
in response and recovery efforts as well as providing security and other essential
services; and
4. Authorize the Adjutant General to utilize personnel called to state active duty
pursuant to this order in emergency status.

IN TESTIMONY WHEREOF, I have hereunto set my
hand and caused the Great seal of the State of
Wisconsin to be affixed. Done at the Capitol in the
City of Madison this ____ day of _____ in
the year _____.

TONY EVERS
Governor

By the Governor:

DOUGLAS LA FOLLETTE
Secretary of State



RADIOLOGICAL DISASTER – NO NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ____

Relating to a Proclamation Declaring a State of Emergency in Response to
a Radiological Disaster

WHEREAS, a radiological disaster caused by an accident at the _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 323.10, and 323.12(3) and (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and
2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist in the response and recovery efforts to this situation.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

TONY EVERS
Governor

By the Governor:

DOUGLAS LA FOLLETTE
Secretary of State



RADIOLOGICAL DISASTER w/ DATCP HOLD ORDER – NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ____

Relating to a Proclamation Declaring a State of Emergency in Response to a
Radiological Disaster

WHEREAS, a radiological disaster caused by an accident at _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, **Tony Evers**, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 321.39(1)(a), 323.10 and 323.12(3), (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and
2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist the in the response and recovery efforts to this situation; and
3. Call to state active duty such elements of the Wisconsin National Guard as the Adjutant General deems necessary to assist civil authorities for purposes of assisting in response and recovery efforts as well as providing security and other essential services; and
4. Authorize the Adjutant General to utilize personnel called to state active duty pursuant to this order in emergency status. and
5. Authorize the Department of Agriculture, Trade and Consumer Protection to issue area-wide hold orders, retain tags and quarantine orders for animals and feed, food and meat products;

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

TONY EVERS
Governor

By the Governor:

DOUGLAS LA FOLLETTE
Secretary of State



RADIOLOGICAL DISASTER w/ DATCP HOLD ORDER – NO NATIONAL GUARD CALL-UP

EXECUTIVE ORDER # ____

Relating to a Proclamation Declaring a State of Emergency in Response to a Radiological Disaster

WHEREAS, a radiological disaster caused by an accident at the _____ has affected the State of Wisconsin; and

WHEREAS, such a radiological disaster creates emergencies of concern to the State of Wisconsin; and

WHEREAS, the counties of _____ have been affected as a result of the radiological disaster on _____.

NOW, THEREFORE, I, Tony Evers, Governor of the State of Wisconsin, by the authority vested in me by the Constitution and laws of this State, and specifically by Sections 323.10 and 323.12(3), (4) of the Wisconsin Statutes, do hereby:

1. Proclaim that a State of Emergency exists throughout the State of Wisconsin; and
2. Designate the WEM Administrator as the State Coordinating Officer to coordinate all state agencies of the State of Wisconsin to assist in the response and recovery efforts to this situation; and
3. Authorize the Department of Agriculture, Trade and Consumer Protection to issue area-wide hold orders, retain tags and quarantine orders for animals and feed, food and meat products.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this ____ day of _____ in the year _____.

TONY EVERS
Governor

By the Governor:

DOUGLAS LA FOLLETTE
Secretary of State



Attachment 3

Functional Responsibilities Matrix

***Functional Responsibilities
Matrix***



Wisconsin Emergency Response Plan
Functional Responsibilities Matrix

**Radiological
Attachment 3**

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**Wisconsin Emergency Response Plan
Functional Responsibilities Matrix**

**Radiological
Attachment 3**

Responsibility Legend

JL Joint Lead

S State

L	

Incident Command System Functional Area and Function	Department/Agency/Office/Division																
	Administration	Enterprise Technology-DOA	Agriculture, Trade & Consumer Protection	Children & Families	Corrections	Health Services	Justice	Natural Resources	Public Instruction	Safety & Professional Services	Transportation	Public Service Commission	Wisconsin AREA/RACES	Wisconsin Emergency Management-DMA	Wisconsin National Guard -DMA	Wisconsin State Laboratory of Hygiene	Wisconsin State Patrol -DOT
Command and Control																	
Command and Control (ESF #5)																	
Public Information (ESF #15)			S								S						
Protective Response (ESF #5)						JL											
Alerting and Notification (ESF #15)			S			S					S						
Fire and Rescue (ESF #4, 9)					S		JL			S							S
Law Enforcement (ESF #13)					S		S				S						S
Communications (ESF #2)		JL				JL	S				S		S	JL	S		S
Public Health & Sanitation (ESF #8)			S			L											S
Transportation (ESF #1)	S										JL						JL
Social Services (ESF #6)	S		S	JL		JL			S	S							
Traffic Control (ESF #13)											S						S
Radiological Exposure Control (ESF #8)						L											
Accident Assessment (ESF #8)			S			JL								JL			S
Emergency Medical Services (ESF #9)			S			L											S
Communications (ESF #2)		JL				JL	S				S		S	JL	S		S
Resource Support (ESF #7)	S		S	S	S	S	S		S	S	S		S	L	S		
Command and Control (ESF #5)																	
Public Information (ESF #15)			S								S						S



Wisconsin Emergency Response Plan
Functional Responsibilities Matrix

**Radiological
Attachment 3**

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***Joint Information Center
Policies and Procedures
Specific to:

NextEra Energy Point
Beach***



Wisconsin Emergency Response Plan
**Joint Information Center (JIC) -
Point Beach Nuclear Plant Specific**

**Radiological
Attachment 4, Appendix 1**

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Concepts of Operations

Operations and procedures specific to incidents at NextEra Energy Point Beach (PBNP) are defined below. Position descriptions defined earlier in this document are in effect unless specifically noted.

1. Joint Information Center

The Joint Information Center (JIC) for incidents at PBNP will be located at:

- 1.1.3060 Voyager Dr.
Green Bay, WI 54311-8304

Activation

- 1.2. Employees from PBNP are responsible for activating the JIC.
- 1.2.1. PBNP will be responsible for providing the other participating federal, state, tribal, and local
- 1.2.2. agencies with adequate work space, equipment, and communications capabilities to meet their needs.

1.3. Roles and Responsibilities

- 1.3.1. JIC Management Committee
 - 1.3.1.1. Direction and decision-making regarding JIC operations are the responsibility of the JIC Management Committee.
 - 1.3.1.2. The Committee will be a small group consisting of one representative from each of the following agencies:
 - State of Wisconsin
 - PBNP
 - Kewaunee County
 - 1.3.1.3. Manitowoc County
 - 1.3.1.4. Federal government (likely to be represented by the Nuclear Regulatory Commission (NRC) and Federal Emergency Management Agency (FEMA))
 - The Committee may expand its membership if a majority of the participating agencies agree.
 - The JIC Management Committee will:
 - 1.3.2. Schedule media and pre-conference briefings.
 - Determine briefing agendas and sequence of agenda items.
 - Designate a moderator for each briefing (or electing a permanent moderator).
 - Identify any technical or subject-matter expert personnel who will participate in the briefing.

Administrative Support



The State of Wisconsin will provide an administrative support position to answer the Media Hotline.

This is a number designated for the media to contact, separate from the public hotline.

Media calls of a generic nature will be answered by the operator with messages taken for calls that are specific to an agency or of a technical nature.

1.3.2.1

Utility Staff

- Utility staff is responsible for liaison with the Public Inquiry Hotline.

1.3.3.

1.3.3.1

Rumors or trends identified by hotline staff are passed on to the Utility Assistant Telephone Response Director, who then passes them to the state and county public information officers (PIOs) in the JIC.

1.3.3.2

Any resolution of trends or rumors by state and county PIOs are covered at media briefings, passed on to the appropriate emergency operations center (EOC), and shared with the Utility Assistant Telephone Response Director, to be passed on to the hotline operators.

1.3.3.3

Sequence of Events

1.4.

1.4.1.

Once media has arrived at the JIC, the first media briefing will be held.

1.4.1.1

Due to proximity, utility personnel will likely arrive before government personnel, and therefore the Lead PIO at the state emergency operations center (SEOC) will issue an initial notice (aka "First Advisory") to the media of the incident.

1.4.1.2

This notice will be shared with all agencies represented at the JIC.

1.4.2.

Once the JIC is fully staffed and prior to the media briefing, the pre-conference briefing is held to determine the issues that spokespersons will address at the next media briefing.

1.4.2.1

1.4.3.

1.4.3.1

The agenda and order of presentation for the media briefing should be established at this time.

1.4.3.2

During the media briefing, a moderator will introduce the presenters and establish a format.

1.4.4.

1.4.4.1

Each presenter should speak for his/her allotted time with the most crucial information being presented first (i.e. any protective actions).

1.4.4.2

Media briefings should be held once an hour unless conditions warrant a more frequent interval.

Utility personnel are responsible for setting up media monitoring facilities.

Various media will be monitored, to include local and national television, radio, as well as social media (Twitter, Facebook, etc.).

Upon recognizing inaccurate or incomplete information in the media, monitoring personnel should notify the JIC Management Committee so that steps may be taken to address the issues at the next media briefing.



Wisconsin Emergency Response Plan
Joint Information Center (JIC) -
Point Beach Nuclear Plant Specific

Radiological
Attachment 4, Appendix 1



***Joint Information Center
Policies and Procedures
Specific to:

Prairie Island
Nuclear Generating Plant***



Wisconsin Emergency Response Plan
**Joint Information Center (JIC) -
Prairie Island Nuclear Generating Plant Specific**

Radiological
Attachment 4, Appendix 2

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Concepts of Operations

Operations and procedures specific to incidents at the Prairie Island Nuclear Generating Plant (PINGP) are defined below. Position descriptions defined earlier in

1. this document are in effect unless specifically noted.

Joint Information Center

The Joint Information Center (JIC) for incidents at PINGP will be located at:

- 1.1. State of Minnesota
Homeland Security and Emergency Management (HSEM)
444 Cedar St. Suite 223
St. Paul, MN 55101

Activation

- 1.2. HSEM is responsible for activation and maintenance of the JIC.
 - 1.2.1. Adequate work space, internet connectivity (wireless and wired), and landline telephones will be provided to staff from the State of Wisconsin.
 - 1.2.2. The State of Wisconsin will supply its public information officers (PIOs) and support staff with laptops, cell phones, reference material, and stand-alone printers (if desired).
 - 1.2.3. A public hotline center, also managed by HSEM, is located in close proximity to the JIC. To assist in the response, the State of Wisconsin will provide a minimum of two telephone hotline operators and provide information for all operators that briefly describe plans and procedures that are specific to Wisconsin.
- 1.2.4.
- 1.2.5.
- 1.3.
- 1.3.1.

1.3.1. Roles and Responsibilities

1.3.1.2 State of Minnesota

- 1.3.2. To facilitate an efficient JIC and telephone hotline, the State of Minnesota provides training to all staff, including Wisconsin PIOs, support staff and hotline operators.
 - 1.3.2.1 Attendance at the biennial training (even years) by State of Wisconsin JIC personnel is mandatory.
 - 1.3.2.2

1.3.2.3 JIC Coordinator

The State of Minnesota's JIC Coordinator is responsible for maintaining the JIC facilities. Minnesota's Lead PIO is responsible for organizing JIC team meetings, which includes participation from the State of Wisconsin PIOs.

Direction and decision-making regarding JIC operations are the responsibility of the JIC Management Committee. Membership of the committee includes "adjacent states involved in the disaster," as defined in the State of Minnesota's plan.



Wisconsin Emergency Response Plan
Joint Information Center (JIC) -
Prairie Island Nuclear Generating Plant Specific

Radiological
Attachment 4, Appendix 2

Spokespersons participating in the Minnesota JIC are expected to speak on behalf of the agency they represent and to confine their remarks to the specific actions being taken by that agency.

Wisconsin Lead PIO

- 1.3.2.4 The Wisconsin Lead PIO at the JIC is responsible for the overall coordination and efforts by the State of Wisconsin staff at the Minnesota JIC, which includes arranging for 24-hour PIO coverage of the incident.
- 1.3.3. She/he will represent Wisconsin at the JIC management meetings.
 - 1.3.3.1 Upon awareness of rumors or trends, she/he will work with the Minnesota Lead PIO and the Minnesota Assistant Operations Chief to ensure that rumor and trends are properly evaluated and resolved.
 - 1.3.3.2
 - 1.3.3.3
- 1.3.4. The Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Technical Advisor may be utilized by the State of Minnesota's Operations Chief for the purposes of tracking down information specific to Wisconsin.
- 1.3.5. Detailed procedural checklists for each Wisconsin JIC staff member appear separately within a position binder that travels with the staff upon deployment to a JIC.



Wisconsin Emergency Response Plan
Joint Information Center (JIC) -
Prairie Island Nuclear Generating Plant Specific

Radiological
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Joint Information Center



Wisconsin Emergency Response Plan
Joint Information Center (JIC)

**Radiological
Attachment 4**

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Position	Functions
Lead Spokesperson/PIO	<ul style="list-style-type: none"> • This position serves as the overall coordinator/supervisor for State of Wisconsin staff located at the JIC. • Contact will be maintained with the SEOC PIO throughout the duration of the elevation. • S/he will coordinate messages with the utility, federal government, local, tribal government and adjacent states (if applicable) to emphasize joint agency decision-making. • This individual will represent the state at media briefings held at the JIC.
Assistant JIC PIO	<ul style="list-style-type: none"> • This position will assist the Lead Spokesperson in carrying out his/her duties at the JIC. • S/he will assist in maintaining contact with the PIOs at the SEOC and with the county PIOs at the JIC and media monitoring. • There may be more than one assistant PIO serving at the JIC. • Upon delegation by the Lead Spokesperson, s/he may be asked to represent the state at media briefings.
Wisconsin Emergency Management Technical Advisor	<ul style="list-style-type: none"> • This position assists the Lead Spokesperson and assistant JIC PIOs by providing technical information on the WERP, as well as general emergency management practices, procedures, and laws within the State of Wisconsin. • S/he may also be called upon to assist with various administrative tasks, if necessary.
Radiological Health Technical Advisor	<ul style="list-style-type: none"> • This position assists the lead and assistant JIC PIOs by serving as a technical expert for public health matters as they relate to radiation exposure. • S/he should have a working knowledge of the Wisconsin Department of Health Services' (WI DHS) Radiological Incident Response Plan. • This position also maintains contact with staff in the SRC room throughout the duration of the incident to obtain information on dose assessment, field monitoring, health monitoring and decontamination activities. • This individual may participate in news conferences, at the request of the lead Spokesperson, to address media questions of a technical nature.
Administrative Support (working under various titles)	<ul style="list-style-type: none"> • This position performs a variety of functions to assist the PIOs and technical advisors in carrying out their tasks. • There may be various sub-categories of administrative support to include: Media Line Operator, Incident Management Support, and Administrative Support. • Job duties may include clerical work, maintaining contact with the SEOC, ensuring distribution of state and county press releases, monitoring, and contributing to the Wisconsin emergency management software event site, working with Utility personnel at the JIC to assure good communications, or maintaining various call and message logs.
WI Hotline Liaison at JIC	<ul style="list-style-type: none"> • This position is responsible for communication and information flow between the JIC and the WI Hotline. • This position must maintain contact with the designated JIC contacts and the WI Hotline Supervisor to facilitate accurate and timely communications and information exchange between the two facilities.



Wisconsin Emergency Response Plan
Joint Information Center (JIC)

**Radiological
Attachment 4**

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Introduction

Purpose

1. This attachment provides guidance to individuals staffing a Joint Information Center (JIC) specifically for an incident at one of the nuclear power plants. The term "utility" will refer to one of the two nuclear plants for which Wisconsin is required to plan. It does not refer to any other nuclear power plant or facility outside of Wisconsin's planning jurisdiction.

The intent of forming a JIC is to provide the media and the public with a single location from which to gain timely and accurate information about a particular incident. The staffing of the JIC will be comprised of representatives from the affected utility, the State of Wisconsin, and counties within ten miles of the affected plant. Additional representation at the JIC may consist of various federal agencies, local, or tribal governments directly impacted by the incident.

- Information compiled by the agencies participating in the JIC is shared prior to media briefings. To ensure that accurate information is being given to the public and news media, rumors and trends are monitored from a variety of sources. These sources include calls received by the telephone hotline operators, news broadcasts, social media, and information received from the state emergency operations center (SEOC) and county emergency operations centers (EOCs). Rumors and incomplete, inaccurate, or ambiguous information related to the emergency are addressed in press releases or at media briefings.
- 1.2.

Location

- 1.2.1. There are two JICs for which the State of Wisconsin will staff in the event of a nuclear power plant incident. Procedures specific to each location appear separately within this document.
- 1.2.2. For incidents at NextEra Energy Point Beach Nuclear Plant (PBNP):
3060 Voyager Dr.
Green Bay, WI 54311-8304
For incidents at Prairie Island Nuclear Plant (PINGP):
State of Minnesota, Homeland Security and Emergency Management
444 Cedar St., Suite 223
St. Paul, MN 55101



Policies

Activation

- 2. The SEOC is elevated and the JIC is activated when a utility declares an "Alert" Emergency Classification Level (ECL) or a higher classification.
 - 2.1. For a "Notification of Unusual Event" (NUE) or a non-classifiable event, the SEOC may be elevated at the discretion of the WEM Administrator, Senior Duty Officer (SDO), or upon recommendation by the State Radiological Coordinator (SRC).
 - 2.1.1. Generally, a JIC is not activated at a NUE.
 - 2.1.1.1. As both JICs are a considerable distance from the SEOC, Public Information Officers (PIOs) representing the State of Wisconsin may be dispatched from other state departments that have regional offices located near the JICs. These PIOs will represent the State of Wisconsin, to include Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM).
 - 2.1.1.2. Prior to JIC activation, or arrival of state representatives to the JIC, the lead PIO from WEM may issue press releases from the SEOC. Copies of any media releases issued prior to the JIC being staffed will be provided to other agencies at the JIC.
 - 2.1.3. Prior to JIC activation, or arrival of state representatives to the JIC, the lead PIO from WEM may issue press releases from the SEOC. Copies of any media releases issued prior to the JIC being staffed will be provided to other agencies at the JIC.

Procedures

- 2.2. The SEOC is staffed by the lead PIO and one or more assistant PIOs, who generate press releases.
 - 2.2.1. The SEOC is staffed by the lead PIO and one or more assistant PIOs, who generate press releases.
 - 2.2.2. Once written, press releases are approved by the Officer in Charge (OIC), who directs the activities in the SEOC.
 - 2.2.2.1. Upon approval, the press release is sent to state PIOs at the JIC for release to the media.
 - 2.2.2.2. Methods of conveyance of the press release (to the JIC) may be in the form of a fax, e-mail, or posting the document on a secured website ®).
 - 2.2.2.3. To facilitate rapid media notification, some press releases may be pre-scripted, and released from the SEOC prior to JIC activation or arrival of state representatives.
 - 2.2.3. Detailed procedural checklists appear separately within a position binder that travels with the State of Wisconsin staff upon deployment to a JIC.
 - 2.2.4. All members of the SEOC, JIC, telephone hotline, reception center, and shelter facilities have the responsibility for noting rumors or incomplete, inaccurate, or ambiguous information related to the emergency.
 - 2.2.4.1. Upon recognition of such information, the issue should be brought to the attention of the Lead Spokesperson at the JIC and the lead PIO at the SEOC.
 - 2.2.4.2. Action will be taken to address the rumor or trend through a media briefing, press release, or information provided to the hotline operators.



ESF Activities

Roles and Responsibilities

3. The State of Wisconsin will have a delegation to fulfill duties at the JIC. The roles of each position are described below. Depending upon the level of staffing, state representatives may assume one or more of these roles.

It is recognized that each JIC is owned and managed by entities other than the state, and that the operational activities of each may be slightly different. Regardless of location, the roles and responsibilities of staff from the State of Wisconsin will remain consistent. The positions described below reflect only the duties of state JIC staff.



Table 1: JIC Position Functions

Position	Functions
Lead Spokesperson/PIO	<ul style="list-style-type: none"> • This position serves as the overall coordinator/supervisor for State of Wisconsin staff located at the JIC. • Contact will be maintained with the SEOC PIO throughout the duration of the elevation. • S/he will coordinate messages with the utility, federal government, local, tribal government and adjacent states (if applicable) to emphasize joint agency decision-making. • This individual will represent the state at media briefings held at the JIC.
Assistant JIC PIO	<ul style="list-style-type: none"> • This position will assist the Lead Spokesperson in carrying out his/her duties at the JIC. • S/he will assist in maintaining contact with the PIOs at the SEOC and with the county PIOs at the JIC and media monitoring. • There may be more than one assistant PIO serving at the JIC. • Upon delegation by the Lead Spokesperson, s/he may be asked to represent the state at media briefings.
Wisconsin Emergency Management Technical Advisor	<ul style="list-style-type: none"> • This position assists the Lead Spokesperson and assistant JIC PIOs by providing technical information on the WERP, as well as general emergency management practices, procedures, and laws within the State of Wisconsin. • S/he may also be called upon to assist with various administrative tasks, if necessary.
Radiological Health Technical Advisor	<ul style="list-style-type: none"> • This position assists the lead and assistant JIC PIOs by serving as a technical expert for public health matters as they relate to radiation exposure. • S/he should have a working knowledge of the Wisconsin Department of Health Services' (WI DHS) Radiological Incident Response Plan. • This position also maintains contact with staff in the SRC room throughout the duration of the incident to obtain information on dose assessment, field monitoring, health monitoring and decontamination activities. • This individual may participate in news conferences, at the request of the lead Spokesperson, to address media questions of a technical nature.
Administrative Support (working under various titles)	<ul style="list-style-type: none"> • This position performs a variety of functions to assist the PIOs and technical advisors in carrying out their tasks. • There may be various sub-categories of administrative support to include: Media Line Operator, Incident Management Support, and Administrative Support. • Job duties may include clerical work, maintaining contact with the SEOC, ensuring distribution of state and county press releases, monitoring, and contributing to the Wisconsin emergency management software event site, working with Utility personnel at the JIC to assure good communications, or maintaining various call and message logs.
WI Hotline Liaison at JIC	<ul style="list-style-type: none"> • This position is responsible for communication and information flow between the JIC and the WI Hotline. • This position must maintain contact with the designated JIC contacts and the WI Hotline Supervisor to facilitate accurate and timely communications and information exchange between the two facilities.



Supporting Documents

Attachments

Appendix 1

4. Joint Information Center Policies and Procedures specific to: NextEra Energy Point Beach.

Appendix 2

- 4.1. Joint Information Center Policies and Procedures specific to: Prairie Island Nuclear Generating Plant.

4.1.2.



Wisconsin Emergency Response Plan
Joint Information Center (JIC)

**Radiological
Attachment 4**



Attachment 5

Letters of Agreement

Letters of Agreement



Wisconsin Emergency Response Plan
Letters of Agreement (LOA)

**Radiological
Attachment 5**

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Wisconsin Emergency Response Plan
Letters of Agreement (LOA)

**Radiological
Attachment 5**

State LOAs are reviewed annually to verify their validity. The LOAs include details on what services will be provided and how the agreements will be activated and can be found in the Annual Letter of Certification (ALC).

- A. Point Beach Nuclear Power Plant
- B. Prairie Island Nuclear Generating Plant
- C. Department of Health Services – Radiation Protection Section
- D. MN-WI LOA
- E. La Crosse – Field Teams (WI DHS)
- F. Appleton – Field Teams (WI DHS)



Wisconsin Emergency Response Plan
Letters of Agreement (LOA)

**Radiological
Attachment 5**

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Attachment 6

Prairie Island Nuclear Generating Plant & Point Beach Nuclear Plant Hostile Action Based Events

Hostile Action Based Events

CONFIDENTIAL

THIS DOCUMENT CONTAINS SENSITIVE SECURITY INFORMATION NOT FOR PUBLIC
DISTRIBUTION OR DISCLOSURE. DISTRIBUTION IS RESTRICTED.



Wisconsin Emergency Response Plan
Functional Responsibilities Matrix

**Radiological
Attachment 6**

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Wisconsin Emergency Response Plan
Functional Responsibilities Matrix

**Radiological
Attachment 6**

The Hostile Action Based (HAB) Attachment is intended for Wisconsin Risk Counties, state radiological emergency planners, and responders working with nuclear generating plant preparedness in Wisconsin.

The HAB Attachment contains sensitive security information not for public distribution or disclosure. Distribution is restricted.

The HAB Attachment is maintained by the Radiological Emergency Preparedness (REP) Section of:

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



Wisconsin Emergency Response Plan
Functional Responsibilities Matrix

**Radiological
Attachment 6**

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Attachment 7

REP Staff Training Plan

REP Staff Training Plan



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Table 1: Required REP Staff Training

To Be Completed In:	Course name	Date Completed					
		REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS	REP Recovery Planner
3 Months	IS-1 Emergency Manager: An Orientation to the Position						
	IS-3 Radiological Emergency Management						
	IS-100 Introduction to Incident Command System						
	IS-700.a National Incident Management System (NIMS) An Introduction						
	IS-800 National Response Framework, An Introduction						
	WebEOC Basic						
6 Months	IS-120.a An Introduction to Exercises						
	IS-200 Incident Command ICS for Single Resources and Initial Action Incidents						
	IS-230.b Fundamentals of Emergency Management						
	IS-235.a Emergency Planning						
	IS-701 National Incident Management System (NIMS) MACS						
	IS- 836 Nuclear/Radiological Incident Annex						
12 Months	IS-130 Exercise Evaluation and Improvement Planning						
	IS-702 National Incident Management System (NIMS) PIO						



Wisconsin Emergency Response Plan

REP Staff Training Plan

Radiological

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To Be Completed In:	Course name	Date Completed					
		REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS	REP Recovery Planner
12 Months	IS-704 National Incident Management System (NIMS) Communication and Information Management						
	G-290 Basic PIO						
	G-300 - ICS-300 Incident Command System - Intermediate						
	New Directors Series (Modules A,B,C & D)						
18 Months	IS-139 Exercise Design						
	IS-242.a Effective Communications						
	IS-244.a Developing & Managing Volunteers						
	IS-703.a National Incident Management System (NIMS) Resource Management						
	IS-706 National Incident Management System (NIMS) Intrastate Mutual Aid						
	IS-240.a Leadership and Influence						
	G-320 Fundamentals for Radiological Response						
	G-400-ICS-400 ICS Advanced						
	MGT-330 Homeland Security Exercise and Evaluation Program (HSEEP)						
MGT-331 HSEEP Train the Trainer							
36 Months	IS-241.a Decision Making and Problem Solving						
	G-191 EOC/ICS Interface						
	IS-775 EOC Management and Operations						



Table 2: Recommended REP Staff Training

Course name	Date Completed				
	REP Supervisor	REP Planner	REP Planner	Office Associate	REP/GIS
L-340 Radiological Emergency Preparedness Program & Planning Course					
PER-904 Radiological Emergency Response Operations (RERO) Course					
Master Exercise Practitioner Program – EMI Resident Course (MEPP)					
AWR-141 WMD Radiological / Nuclear Awareness Course (Train the Trainer)					
IS- 15.b Special Events Contingency Planning for Public Safety Agencies					
IS-271 Anticipating Hazardous Weather and community Risk					
IS-288 The Role of Voluntary Agencies in Emergency Management					
IS- 301 Radiological Emergency Response					
IS- 302 Modular Emergency Radiological Response Transportation Training					
IS- 331 Introduction to Radiological Emergency Preparedness (REP) Exercise Evaluation					
IS- 340 Hazardous Materials Prevention					
IS-393.a Introduction to Hazard Mitigation					
IS-634 Introduction to the Public Assistance Process					
IS- 812 Emergency Support Function (ESF) #12 Energy					
MGT101 WMD Incident Management/Unified Command					
G-130 Exercise Evaluation Course					
G-197 Emergency Planning and Special Needs Populations					



G-202 Debris Management Planning for State, Tribal and Local Officials					
G-250.7 Rapid Assessment Planning					
G-270.4 Recovery from disaster: The Local Government Role					
G-288 Donations Management Workshop					
G-318 Mitigation Planning Workshop for Local Governments					
G-393 Mitigation for Emergency Managers					
Emergency Assistance Compact (EMAC)					
Legal Issues and Disasters					
Threat Liaison Officer					
Per 240 Weapons of Mass Destruction					
<i>Wisconsin All-Hazards Mitigation Planning Workshop</i>					
<i>Wisconsin Disaster Response & Recovery Operations Workshop</i>					
<i>Introduction to ArcGIS 1 – ESRI</i>					
<i>Introduction to ArcGIS 2 – ESRI</i>					
EMAC Advance Team (A-Team) Course					



Maps



Wisconsin Emergency Response Plan
List of Available Maps for Nuclear Power Plants

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Wisconsin Emergency Response Plan
List of Available Maps for Nuclear Power Plants

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1. Maps

List of maps available for Nuclear Power Plants affecting Wisconsin.

1.1. Point Beach Nuclear Power Plant

- 1.1.1. Population Distribution
- 1.1.2. Radiological Sampling Points
- 1.1.3. Traffic Control Points
- 1.1.4. Congregate Care and Reception Centers
- 1.1.5. 50 Mile Ingestion Planning Zone
- 1.1.6. Siren Locations

1.2. Prairie Island Nuclear Generating Power Station

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- 1.2.2. Radiological Sampling/Monitoring Points
- 1.2.3. Traffic Control Points
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- 1.2.5. 50 Mile Ingestion Planning Zone
- 1.2.6. Siren Locations



Acronyms & Glossary



Wisconsin Emergency Response Plan
Acronyms & Glossary

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Wisconsin Emergency Response Plan **Acronyms & Glossary**

Acronyms

AAR	After-action Review
ACC	Agency Coordination Center
ACS	Adventist Community Services
ADA	Americans with Disabilities Act
AHJ	Agency Having Jurisdiction
ALAN	American Logistics Aid Network
ALERT	Aligned Law Enforcement Response Team
AMBER	America's Missing: Broadcast Emergency Response
APCO	Association for Public-Safety Communications Officials
APHIS	Animal Plant Health Inspection Services
ARC	American Red Cross
ATC	American Transmission Company
ATF	Bureau of Alcohol, Tobacco, Firearms, and Explosives
ATSDR	Agency for Toxic Substances and Disease Registry
AVMA	American Veterinary Medical Association
BOIDDOOPHTE	Bioterrorism, other infectious disease outbreaks and other public health threats and emergencies
CAP	Civil Air Patrol WI Wing Civil Air Patrol (WI Wing CAP)
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CCTV	Closed-circuit Television
CDBG	Community Development Block Grant



Wisconsin Emergency Response Plan **Acronyms & Glossary**

CDC	Center for Disease Control & Prevention
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERFP	CBRNE Enhanced Response Force Package
CEU	Continuing Education Unit
CIKR	Critical Infrastructure and Key Resources (CIKR)
CIS	Crisis Intervention Support
CISO	Chief Information Security Officer
CLAR	Cellular Locator Automatic Routing
CMAS	Cellular Mobile Alerting System
CMEO	Command Managed Equal Opportunity
CMS	Consumable Medical Supplies
CMT	Cybersecurity Management Team
CNCS	Corporation for National Community Service
COAD	Citizens and Organizations Active in Disaster
CNG	Compressed natural gas
COG	Continuity of Government
COOP	Continuity of Operations Plan
COP	common operating picture
COSDA	Communication Officers of State Departments of Agriculture
CPT	Cyber Protection Team
CREP	Conservation Reserve Enhancement Program
CRMG	Cyber Response Management Group



Wisconsin Emergency Response Plan **Acronyms & Glossary**

CRT	Cyber Response Team
CST	Civil Support Team
CW/SP	County wide/Strategic Plan
DAD	Division of Agriculture Development, DATCP
DAH	Division of Animal Health, DATCP
DARM	Division of Agriculture Resource Management, DATCP
DATCP	WI Department of Agriculture, Trade and Consumer Protection
DATCP-BLS	WI Department of Agriculture, Trade and Consumer Protection Bureau of Laboratory Services
DBS	Direct Broadcast Satellite
DC3	U.S. Department of Defense Cyber Crime Center
DCF	WI Department of Children & Families
DCI	WI Division of Criminal Investigation, WI DOJ
DCO-E	Defensive Cyberspace Operations-Element
DCT	Donations Coordination Team
DDoS	Distributed Denial of Service
DEA	Drug Enforcement Administration, US DOJ
DEST	Domestic Emergency Support Team
DET	Division of Enterprise Technology, DOA
DFI	WI Department of Financial Institutions
DFO	Disaster Field Office
DFS	Division of Food Safety, DATCP
DHHS	WI Department of Health & Human Services



Wisconsin Emergency Response Plan **Acronyms & Glossary**

DHS	U.S. Department of Homeland Security (US DHS) WI Department of Health Services (WI DHS)
DMA	WI Department of Military Affairs
DMAT	Disaster Medical Assistance Team
DME	Durable Medical Equipment
DMORT	Disaster Mortuary Operational Response Team
DMS	Disposable Medical Supplies
DATCP-DMS	Division of Management Services, DATCP
DMS	Dynamic Message Sign
DMTF	Debris Management Task Force
DNI	Director of National Intelligence
DNR	WI Department of Natural Resources
DO	Duty Officer
DOA	WI Department of Administration
DOC	U.S. Department of Commerce (US DOC) WI Department of Corrections (WI DOC)
DOD	U.S. Department of Defense
DOE	U.S. Department of Energy
DOI	U.S. Department of the Interior
DOJ	U.S. Department of Justice (US DOJ) WI Department of Justice (WI DOJ)
DOL	U.S. Department of Labor
DOS	U.S. Department of State



Wisconsin Emergency Response Plan **Acronyms & Glossary**

DOT	U.S. Department of Transportation (US DOT)
DPH	Division of Public Health, WI DHS
DPI	WI Department of Public Instruction
DRC	Disaster Recovery Center
DSCA	Defense Support of Civil Authorities
DSPS	WI Department of Safety & Professional Services
DTCP	Division of Trade & Consumer Protection, DATCP
DTSD	Division of Transportation Systems Development, WisDOT
DUA	Disaster Unemployment Assistance
DVA	U.S. Department of Veterans Affairs (USDVA) WI Department of Veterans Affairs (WDVA)
DWD	WI Department of Workforce Development
DWI	Disaster Welfare Information
EAS	Emergency Alert System
ECB	WI Educational Communications Board
EDA	Economic Development Administration
EHS	Emergency Human Services Extremely Hazardous Substances
EHTR	Emergency Highway Traffic Regulation Plan
ELCs	Emergency Classification Levels
EMAC	Emergency Management Assistance Compact
EMP/ T Bomb	Electromagnetic Pulse Transformer Bomb
EMS	Emergency Medical Services



Wisconsin Emergency Response Plan **Acronyms & Glossary**

EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EP	Evacuation Point
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
EPIRB	Emergency Position Indicating Radio Beacon
EPS	WI Emergency Police Services
EPZ	Emergency Planning Zone
ESD	Enterprise Service Desk
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
ETO	Emergency Transportation Operations
FAA	Federal Aviation Administration, US DOT
FASCAT	Food and Agriculture Sector Criticality Assessment
FAST	Functional Assessment Service Team
FBI	Federal Bureau of Investigation, US DOJ
FBO	Faith-based Organization
FCO	Federal Coordinating Officer
FDA	U.S. Food & Drug Administration
FEMA	Federal Emergency Management Agency
FERC	Federal Energy Regulatory Commission
FERN	Food Emergency Response Network



Wisconsin Emergency Response Plan **Acronyms & Glossary**

FHWA	Federal Highway Administration, US DOT
FISMA	Federal Information Security Management Act
FLO	Fusion Center Liaison Officer
FMD	Foot-and-mouth Disease
FNARS	Federal Emergency Management Agency National Radio Systems
FNSS	Functional Needs Support Services
FOSC	Federal On-scene Coordinator
FPS	Federal Protective Services
FRMAC	Federal Radiological Monitoring/Measurement and Assessment Center
FSA	Farm Service Agency
FST	Freeway Service Team
GCSP	Government Commercial Service Provider (WI GCSP)
GDP	Gross Domestic Product
GIS	Geographic Information System
GSA	General Services Administration
HAR	Highway Advisory Radio
Hazmat	Hazardous Materials
HAZUS	Hazards U.S.
HERF GUN	High Energy Radio Frequency Gun
HF	High Frequency
HHS	U.S. Department of Health & Human Services



Wisconsin Emergency Response Plan **Acronyms & Glossary**

HIPPA	Health Insurance Portability and Accountability Act
HMGP	Hazard Mitigation Grant Program
HSC	Wisconsin Homeland Security Council
HSIN	Homeland Security Information Network
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
HSUS	Humane Society of the United States
HUD	U.S. Department of Housing & Urban Development
HVAC	Heating, Ventilation, and Air Conditioning
IA	Individual Assistance
IAIP	Information Analysis and Infrastructure Protection
IAP	Incident Action Plan
	Incident Command
IC	Incident Commander
	Intelligence Community
ICE	Immigration and Customs Enforcement
ICP	Incident Command Post
ICS	Incident Command System
IDC	International Data Corporation
IED	Improvised Explosive Device
IFERN	Interagency Fire Emergency Radio Network
IID	Improvised Incendiary Device
IIMG	Interagency Incident Management Group



Wisconsin Emergency Response Plan **Acronyms & Glossary**

IMT	Incident Management Team
IND	Improvised Nuclear Device
IPAWS	Integrated Public Alerting System
IPZ	Ingestion Pathway Zone
IRC	Internet Relay Chat
ISDN	Integrated System Digital Network
ITS	Intelligent Transportation System
JFO	Joint Field Office
JFOCG	Joint Field Office Coordination Group
JIC	Joint Information Center
JIS	Joint Information System
JISCC	Joint Incident Site Communication Capability
JOC	Joint Operations Center (WI JOC)
JTRB	Joint Telecommunications Resource Board
JTTF	U.S. Joint Terrorism Task Force
KI	Potassium Iodide
LCC	Land Conservation Committee
LEPC	Local Emergency Planning Committee
LNO	Liaison Officer
LOA	Letter of Agreement
LOS	Line of Succession
LPHD	Local Public Health Department



Wisconsin Emergency Response Plan **Acronyms & Glossary**

MABAS	Mutual Aid and Box Alarm System
MABAS WI	Mutual Aid and Box Alarm System - Wisconsin
MATTS	Mobile Air Transportable Telecommunications System
MCC	Mobile Command Center
MCI	Mass Casualty Incident
MERS	Mobile Emergency Response Support
MISO	Midwest Independent Transmission System Operator, Inc.
MMRS	Metropolitan Medical Response System
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MOW	Meals on Wheels
MRO	Midwest Reliability Organization
MRC	Medical Reserve Corps
MSCA	Military Support to Civil Authorities
MS-ISAC	Multi-state Information Sharing and Analysis Center
MSU	Mobile Support Unit
NADOA SEO	National Association of State Energy Officials
NAHLN	National Animal Health Laboratory Network
NARSC	National Animal Rescue & Shelter Coalition
NASA	National Aeronautics & Space Administration
NAWAS	National Warning System
NBC	Nuclear, Biological or Chemical



Wisconsin Emergency Response Plan **Acronyms & Glossary**

NCC	National Coordinating Center
NCCIC	National Cybersecurity Communications Integration Center
NCG	National Coordination Group
NCH	Natural and Cultural Resources and Historic Properties
NCIJTF	National Cyber Investigative Joint Task Force
NCIRP	National Cyber Incident Response Plan
NCMEC	National Center for Missing and Exploited Children
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NCRCG	National Cyber Response Coordination Group
NCS	National Communications System
NCSD	National Cyber Security Division, US DHS
NDMS	National Disaster Medical System
NECLC	National Emergency Child Locator Center
NEMA	National Emergency Management Association
NERC	North American Electric Reliability Corporation
NERFLS	National Emergency Family Registry and Locator System
NEST	Nuclear Emergency Search/Support Team
NFIP	National Flood Insurance Program
NGO	Non-governmental Organization
NGRF	WI National Guard Reaction Force
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan



Wisconsin Emergency Response Plan **Acronyms & Glossary**

NIRT	Nuclear Incident Response Team
NMNETS	National Mass Evacuation Tracking System
NOAA	National Oceanic and Atmospheric Administration
NRC	National Response Center Nuclear Regulatory Commission
NRCC	National Response Coordination Center
NRCS	Natural Resources Conservation Service, USDA
NRF	National Response Framework
NS/EP	National Security and Emergency Preparedness
NSSE	National Special Security Event
NTAS	National Terrorism Advisory System
NVRT	National Veterinary Response Team
NWEM	Non-Weather Emergency Message System
NWS	National Weather Service
OEI	Office of Energy Innovation
OCI	Office of the Commissioner of Insurance
OJI	Office of Justice Programs
OS	Off-site
OSC	On-scene Coordinator
OSF	Office of Strategic Finance
OSHA	Occupational Safety & Health Administration
OSTP	Office of Science and Technology Policy
PA	Public Assistance



Wisconsin Emergency Response Plan **Acronyms & Glossary**

PAR	Protective Action Recommendation
PAS	Personal Assistance Services
PATH	Programs for Assisting in the Transition from Homelessness
PBX	Public Exchange
PCII	Protected Critical Infrastructure Information
PCNS	Portable Changeable Message Sign
PDA	Preliminary Damage Assessment
PETS	Pets Evacuation and Transportation Standards
PFO	Principal Federal Official
PHEP	WI Public Health Emergency Plan
PIO	Public Information Officer
PKEMRA	Post-Katrina Emergency Reform Aid
POWTS	Private Onsite Waste Treatment Systems
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
PSA	Public Service Announcement
PSC	WI Public Service Commission
PTSN	Public Switched Telephone Network
PUP	Pick-up Point
RACES	Radio Amateur Civil Emergency Services
RAP	Radiological Assistance Program
RCFE	Regional Care Facility for the Elderly



Wisconsin Emergency Response Plan **Acronyms & Glossary**

RCPT	Regional Catastrophic Planning Team
R&D	Research and Development
RD	Rural Development, USDA
RDD	Radiological Dispersion/Dispersal Device
RDO	Regional Duty Officer
REACT	Regional Emergency All-Climate Training
REQ-A	Request for Assistance
RERT	Radiological Emergency Response Team
RHRC	Regional Hub Reception Center
RIMC	Regional Incident Management Coordinator
RPS	Reception Processing Site
RRCC	Regional Response Coordination Center
RRO	Regional Reliability Organization
RRP	Regional Response Plan
RRT	Regional Response Team
RSS	Receipt, Storage and Stage Remote Site Storage
SA	The Salvation Army
SALT	Sort, Assess, Life and Treatment and/or Transport
SAR	Search and Rescue Suspicious Activity Report
SATURN	Salvation Army Team Emergency Radio Network
SBU	Sensitive-but-Unclassified



Wisconsin Emergency Response Plan **Acronyms & Glossary**

SCO	State Coordinating Officer
SCADA	Supervisory Control and Data Acquisition
SDO	WEM Senior Duty Officer
SEO	State Energy Office, DOA
SEOC	State Emergency Operations Center
SFLEO	Senior Federal Law Enforcement Official
SIOC	FBI Strategic Information Operations Center
SLTT	State, Local, Tribal, and Territorial
SNS	Strategic National Stockpile
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SRC	State Radiological Coordinator
SSA	Sector-Specific Agencies
STAC	Southeastern Wisconsin Threat Analysis Center
START	Simple, Triage and Rapid Treatment or Transport
STE	Secure Telephone
STOC	State Traffic Operations Center
SVTS	Secure Video Teleconference System
SWDBO	Statewide Bureau Duty Officer
TAG	The Adjutant General
THIRA	Threat and Hazard Identification and Risk Assessment
TIA	Traffic Incident Alert



Wisconsin Emergency Response Plan **Acronyms & Glossary**

TIME	Transaction Information for Management of Enforcement (law enforcement teletype system)
TLO	Threat Liaison Officer
TSA	Transportation Security Administration
TSP	Telecommunications Service Priority
TTY	Teletypewriter
UAS	Unmanned Aircraft Systems
UDSR	Uniform Disaster Situation Report
UHF	Ultra High Frequency
UMCOR	United Methodist Committee on Relief
USACE	U.S. Army Corps of Engineers
US&R	Urban Search and Rescue
US-CERT	United States Computer Emergency Readiness Team
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
US DHS	U.S. Department of Homeland Security
US DOC	U.S. Department of Commerce
US DOJ	U.S. Department of Justice
US DOT	U.S. Department of Transportation
USDVA	U.S. Department of Veterans Affairs
US SS	U.S. Secret Service
UW	University of Wisconsin
VAL	Voluntary Agency Liaison



Wisconsin Emergency Response Plan **Acronyms & Glossary**

VBIED	Vehicle-borne Improvised Explosive Device
VCT	Voluntary Coordination Team
VHF	Very High Frequency
VMAT	Veterinary Medical Assistance Team
VOAD	Voluntary Organizations Active in Disaster
VRS	Video Relay Service
VTC	Video Teleconference
WARN	Wisconsin Agro-Security Resource Network
WCLN	Wisconsin Clinical Laboratory Network
WDVA	WI Department of Veterans Affairs
WEAVR	Wisconsin Emergency Assistance Volunteer Registry
WEDC	Wisconsin Economic Development Corporation
WEM	Wisconsin Emergency Management
WEM DO	Wisconsin Emergency Management Duty Officer
WERP	Wisconsin Emergency Response Plan
WEST	Wisconsin Emergency Support Team
WEVN	Wisconsin Emergency Volunteer Network
WHEDA	Wisconsin Housing & Economic Development Authority
WHEPP	Wisconsin Hospital Emergency Preparedness Plan
WHMP	Wisconsin Hazard Mitigation Plan
WHMT	Wisconsin Hazard Mitigation Team
WI ARES/RACES	Wisconsin Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Service



Wisconsin Emergency Response Plan **Acronyms & Glossary**

WCSPWG	Wisconsin Cyber Strategy and Planning Working Group
WI-DIAL	Wisconsin Disaster Information Assistance Line
WI DHS	WI Department of Health Services
WI DOC	WI Department of Corrections
WI DOJ	WI Department of Justice
WING	Wisconsin National Guard
WISCOM	Wisconsin Interoperable System for Communications
WisDOT	Wisconsin Department of Transportation
WisHELP	Wisconsin highway emergency personnel
WI-TERT	Wisconsin Telecommunicator Emergency Response Taskforce
WI-TF 1	Wisconsin Taskforce 1
WI-Trac	Wisconsin Tracking, Resources, Alerts and Communications
WI VOAD	Wisconsin Voluntary Organizations Active in Disaster
WI Wing CAP	Wisconsin Wing Civil Air Patrol
WMD/T	Weapons of Mass Destruction/Terrorism
WRTF	Wisconsin Recovery Task Force
WSIC	Wisconsin Statewide Intelligence Center
WSLH	Wisconsin State Laboratory of Hygiene
WSP	Wisconsin State Patrol
WVMA	Wisconsin Veterinary Medical Association



GLOSSARY

Access and Functional Needs Populations: People who may have challenges preparing for and responding to disasters can present with a wide variety of needs. Rather than labeling such individuals, Wisconsin's practice conforms with the NIMS function-based categorization of access and functional needs:

- **Communication:** individuals who have limitations that interfere with the receipt of and response to information, such as people with (1) limited hearing or vision, (2) limited speaking ability, (3) limited English proficiency, (4) cognitive disabilities, or (5) mental health issues.
- **Maintaining health:** individuals who are not self-sufficient or require medical assistance or treatment, such as (1) special diets, (2) durable medical supplies and/or equipment, or (3) medications.
- **Independence:** individuals requiring support to be independence in daily activities, including people who (1) need adaptive facilities, equipment, or supplies, or (2) normally use the services of a personal assistant.
- **Safety, self-determination, and supervision:** individuals who require caregivers in order to adequately cope with unusual situations and are unable to identify themselves or lack cognitive ability to assess a situation and react appropriately.
- **Transportation:** individuals who cannot drive or who do not have a vehicle and individuals who are not ambulatory.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (unified area command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several incident management teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes unified area command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.



Wisconsin Emergency Response Plan **Acronyms & Glossary**

Available Resources: Resources assigned to an incident, checked in, and available for use, normally located in a staging area.

Catastrophic Incident: Any natural or man-made incident, including terrorism that results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic incident could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to state, local, tribal, and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Command Staff: In an incident management organization, the command staff consists of the incident command and the special staff positions of public information officer, safety officer, liaison officer, and other positions as required, who report directly to the incident commander. They may have an assistant or assistants, as needed.

Community Recovery: In the context of the NRF and its annexes, the process of assessing the effects of presidentially-declared disaster, defining resources, and developing and implementing a course of action restore and revitalize the socioeconomic and physical structure of a community.

Consequence Management: Predominantly an emergency management function that includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRF. See also crisis management.

Credible Threat: A potential terrorist threat that, based on a threat assessment, is credible and likely to involve WMD.

Crisis Counseling Grants: Funded by FEMA under the Stafford Act to address the counseling needs of a community following a presidentially-declared disaster in which individual assistance is authorized.

Crisis Management: Predominantly a law enforcement function that includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRF. See also consequence management.



Wisconsin Emergency Response Plan **Acronyms & Glossary**

Critical Infrastructures: Systems and assets, whether physical or virtual, so vital to the United States that incapacity or destruction of such systems and assets would have a debilitating impact on security, nation economic security, national public health or safety, or any combination of those matters.

Cultural Resources: Cultural resources include historic and prehistoric structures, archeological sites, cultural, landscapes, and museum collections.

Cyber: Pertaining to computers and their support systems, such as servers, routers, and switches that support critical infrastructure.

Defense Support of Civil Authorities (DSCA): Refers to DOD support, including federal military forces, DOD civilians and contractor personnel, and DOD agencies and components, for domestic emergencies and for designated law enforcement and other activities.

Deputy: A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies can be assigned to the incident commander, general staff, and branch directors.

Disaster: See major disaster.

Disaster Recovery Center (DRC): A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid.

Emergency: As defined by the Stafford Act, an emergency is "any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal), or by some combination thereof



Wisconsin Emergency Response Plan **Acronyms & Glossary**

Emergency Public Information: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Plan (ERP): The "steady-state" plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Response Provider: Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. (See section 2(6), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).) Also known as "emergency responder."

Emergency Support Function (ESF): A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help survivors and communities return to normal, when feasible, following domestic incidents. The ESFs serve as the primary operational-level mechanism to provide assistance to state, local, and tribal governments or to federal departments and agencies conducting missions of primary federal responsibility.

Emerging Infectious Diseases: New or recurring infectious diseases of people, domestic animals, and/or wildlife, including identification, etiology, pathogenesis, zoonotic potential, and ecological impact.

Environment: Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

Environmental Response Team: Established by EPA, the environmental response team includes expertise in biology, chemistry, hydrology, geology and engineering. The environmental response team provides technical advice and assistance to the OSC for both planning and response to discharges and release of oil and hazardous substances into the environment.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Facility Management: Facility selection and acquisition, building services, information systems, communications, safety and health, and physical security.



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Federal Coordinating Officer (FCO): The federal officer who is appointed to manage federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of federal disaster assistance resources and programs to the affected state and local governments, individual victims and the private sector.

Federal On-scene Coordinator (FOSC or OSC): The federal official pre-designated by the EPA or the USCG to coordinate responses under subpart D of the NCP, or the government official designated to coordinate and direct removal actions under subpart E of the NCP.

First Responder: Local and nongovernmental police, fire, and emergency personnel who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as described in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) who provide immediate support services during prevention, response, and recovery operations. First responders may include personnel from federal, state, local, tribal, or nongovernmental organizations.

Functional Needs Support Services (FNSS): Services that enable individuals to maintain their independence in a general population shelter. FNSS includes

- reasonable modification to policies, practices, and procedures
- durable medical equipment (DME)
- consumable medical supplies (CMS)
- personal assistance services (PAS)
- other goods and services as needed

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazard Mitigation: Any cost-effective measure which will reduce the potential for damage to a facility from disaster event.

Hazardous Material: For the purposes of ESF 1, hazardous material is a substance or material, include a hazardous substance, that has been determined by secretary of the U.S. Department of Transportation to be capable of posing a unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated (see 49 CFR 171.8). For the purposes of ESF 10 the term is intended to mean hazardous substances, pollutants, and contaminants as defined the NCP.

Hazardous Substance: As described by the NCP, any substance designated pursuant to section 311 (b)(2) (A) of the Clean Water Act; any element, compound, mixture, solution, or substance



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designated pursuant section 102 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to section 3001 the Solid Waste Disposal Act (but not including any waste the regulation of which under the Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.) has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; hazardous air pollutant listed under section 112 of Clean Air Act (42 U.S.C. § 7521 et seq.); and any imminently hazardous chemical substance or mix with respect to which the EPA administrator has taken action pursuant to section 7 of the Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).

HAZUS: Hazards United States

Historic Property: Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w) (5)].

Incident: An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP): The field location at which the primary tactical-level, on-scene incident command functions is performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions



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and functional agencies, both public and private, or organized field-level incident management operations.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Management Team (IMT): The incident commander and appropriate command and general staff personnel assigned to an incident.

Incident Mitigation: Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

Infrastructure: The manmade physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

Initial Actions: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

In-kind Donations: Donations other than cash (usually materials or professional services) for disaster survivors.

Joint Field Office (JFO): A temporary federal facility established locally to provide a central point for federal, state, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA disaster field office (DFO), and the JIC within a single federal facility.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS): Integrates incident, information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC advising the IC concerning



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public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Joint Operations Center (JOC): The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRF is activated.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authorities. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison Officer: A member of the command staff responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government: A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization; or a rural community, unincorporated town or village, or other public entity. (As defined in section 2(10) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Major Disaster: As described by the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the president causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Material Management: Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

Mitigation: Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to



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reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all organizations – federal, state, local, and tribal – for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Center: An off-site temporary facility at which response personnel and equipment are received from the point of arrival and are pre-positioned for deployment to an incident logistics base, to a local staging area, or directly to an incident site, as required. A mobilization center also provides temporary support services, such as food and billeting, for response personnel prior to their assignment, release, or reassignment and serves as a place to out-process following demobilization while awaiting transportation.

Multijurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under unified command.

Mutual Aid Agreement: Written agreement between agencies, organization, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National Disaster Medical System (NDMS): A coordinated partnership between US DHS, HHS, DOD, and the U.S. Department of Veterans Affairs established for the purpose of responding to the needs of victims of a public health emergency. NDMS provides medical response assets and the movement of patients to health care facilities where definitive medical care is received when required.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private sector; and NGOs to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.



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National Response Center: A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at US DHS/USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate federal OSC.

National Response System: Pursuant to the NCP, the mechanism for coordinating response actions by all levels of government (40 CFR § 300.21) for oil and hazardous substances spills and releases.

National Response Team (NRT): The NRT, comprised of the 16 federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating federal agency activities under the NCP. The NRT carries out national planning and response coordination and is the head of a highly organized federal oil and hazardous substance emergency response network. EPA serves as the NRT chair, and US DHS/USCG serves as vice chair.

National Security and Emergency Preparedness (NS/EP): Telecommunications. NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to the population or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

National Special Security Event (NSSE): A designated event that, by virtue of its political, economic, social, or religious significance may be the target of terrorism or other criminal activity.

National Strike Force: The National Strike Force consists of three strike teams established by US DHS/USCG on the Pacific, Atlantic, and Gulf coasts. The strike teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment, and services.

Natural Resources: Natural resources include land, fish, wildlife, domesticated animals, plants, biota, air, water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in its capacity as fish and wildlife habitat, including coral reef ecosystems as defined in 16 U.S.C. 64501. Land means soil, surface and subsurface minerals, and other terrestrial features.

Nongovernmental Organization (NGO): A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.



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Nuclear Incident Response Team (NIRT): Created by the Homeland Security Act to provide US DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized federal response teams drawn from DOE and/or EPA. These teams may become US DHS operational assets providing technical expertise and equipment when activated during a crisis or in response to a nuclear/radiological incident as part of the US DHS federal response.

On-scene Coordinator (OSC): See federal on-scene coordinator.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Prevention: Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Principal Federal Official (PFO): The federal official designated by the secretary of US DHS to act as his/her representative locally to oversee, coordinate, and execute the secretary's incident management responsibilities under HSPD-5 for presidentially-declared disasters.

Private Sector: Organizations and entities that are not part of any governmental structure, including for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

Public Assistance Program: The program administered by FEMA that provides supplemental federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

Public Health: Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.



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Public Information Officer (PIO): A member of the command staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Public Works: Work, construction, physical facilities, and services provided by governments for the benefit and use of the public.

Radiological Emergency Response Teams (RERTs): Teams provided by EPA's Office of Radiation and Indoor Air to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

Recovery: The development, coordination, and execution of service and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, nongovernmental, and public assistance programs that: identify needs and define resources; provide housing and promote restoration; address long term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

Regional Response Teams (RRTs): Regional counterparts to the national response team, the RRTs comprise regional representatives of the federal agencies on the NRT and representatives of each state within the region. The RRTs serve as planning and preparedness bodies before a response, and provide coordination and advice to the federal OSC during response actions.

Resources: Personnel and major items of equipment supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Rumor: Incomplete, inaccurate, and ambiguous information.

Situation Assessment: The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decision makers, can provide a basis for incident management decision-making.

Special Populations: See "access and functional needs populations."



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State: Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (As defined in section 2(14) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Strategic: Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategic Plan: A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.

Telecommunications: The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic or optical means. Telecommunications includes all aspects of transmitting information.

Telecommunications Service Priority (TSP) Program: The NS/EP TSP Program is the regulatory, administrative, and operational program authorizing and providing for priority treatment (i.e., provisioning and restoration) of NS/EP telecommunications services. As such, it establishes the framework for NS/EP telecommunications service vendors to provide, restore or otherwise act on it priority basis to ensure effective NS/EP telecommunications services.

Terrorism: Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any state or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: An indication of possible violence, harm, or danger.

Transportation Management: Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

Tribe: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan native village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the



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special programs and services provided by the United States to Indians because of their status as Indians.

Unaffiliated Volunteer: An individual who is not formally associated with a recognized voluntary disaster relief organization; also known as a "spontaneous" or "emergent" volunteer.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the agency at a single ICP and to establish a common set of objectives and strategies and a single incident action plan.

Uniform Disaster Situation Report (UDSR): The damage assessment reporting form.

United States: The term "United States," when used in a geographic sense, means any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, any possession of the United States, and any waters within the jurisdiction of the United States. (As defined in section 2(16) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)

Unsolicited Goods: Donated items offered by and/or sent to the incident area by the public, the private sector, or other source, that have not been requested by government or nonprofit disaster relief coordinators.

Urban Search and Rescue: Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

Voluntary Organizations Active in Disaster (VOAD): A VOAD coordinates planning efforts by the many voluntary organizations responding to disaster.

Volunteer: Any individual accepted to perform services by an agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, for example, 16 USC § 742f(c) and 29 CFR § 553.101.)

Volunteer and Donations Coordination Center: Facility from which the volunteer and donations coordination team operates. It is best situated in or close by the SEOC for coordination purposes. Requirements may include space for a phone bank, meeting space, and space for a team of specialists to review and process offers.



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Weapon of Mass Destruction (WMD): As defined in Title 18, U.S.C § 2332a: (1) any explosive, incendiary; or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Wireless Priority Service (WPS): WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.



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