

STATE EMERGENCY SUPPORT FUNCTION (ESF) 5

EMERGENCY MANAGEMENT

Lead Coordinating Agency: Wisconsin Emergency Management (WEM)

Support Agencies: Department of Military Affairs
Department of Transportation
Department of Agriculture, Trade and Consumer
Protection
Department of Health and Family Services
Department of Natural Resources

Federal ESF Coordinating Agency: Department of Homeland Security (DHS)
/Federal Emergency Management Agency (FEMA)

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to:

1. Support the overall emergency management activities of State Government.
2. Provide the core management and administrative functions to support the Emergency Operations Center (EOC).
3. Coordinate response with WEM Regional Director and other assets.

B. Scope

1. ESF 5 describes how the State of Wisconsin will direct and control its personnel and resources in support of county/local governments in preparedness, mitigation, response and recovery.
2. ESF 5 coordinates information collection, analysis, planning, operations, requests for Federal assistance, resource management, deployment and staffing, mutual aid, facilities management, financial management and other support required to prepare for, respond to and recover from an incident.

II. POLICIES

1. The Governor is the State's chief decision-maker in response and recovery operations. Under Wisconsin State Statute 166.03, the Governor may declare a State of Emergency, make the services and resources of state agencies available and take any actions deemed necessary.
2. The Adjutant General and his/her designee, the Administrator of WEM, is delegated the authority by the Governor to implement the Wisconsin Emergency Response Plan (WERP) in response and recovery operations. The Administrator may further delegate this authority as necessary to WEM staff.
3. ESF 5:
 - a. Coordinates all phases of emergency management.
 - b. Coordinates, processes, and monitors all requests for federal assistance for the state and counties through Region V, DHS/FEMA.
 - c. Supports and coordinates statewide mutual aid agreements under Wis Act 186 as well as EMAC assistance.
 - d. Coordinates response and recovery resource allocation and tasking in the state.
 - e. Identifies and resolves resource allocation issues in the state.
 - f. Serve as the informational link between state and all federal agencies and entities.
 - g. Provides qualified representatives to serve as State liaisons at county EOC's.

III. CONCEPT OF OPERATIONS

A. General

1. ESF #5 is activated at the State Emergency Operations Center (EOC) and/or WEM Regional Office in anticipation of or immediately following an incident of state significance.
2. ESF 5 serves as the single point of coordination between DHS/FEMA, state agencies, state and county EOC operations and Incident Command for situation reports and requests for assistance.
3. Coordinates state and federal assets to support local jurisdictions in need of supplemental emergency or disaster assistance.

4. Provides trained and experienced staff to fill management positions as OIC in the EOC and unit leader in the Situation, Resource and Information Units to coordinate response and recovery efforts in support of field operations, from mobilization to demobilization.
5. As described in the State Basic Plan, IV.C. the EOC, staffed by ESF 5 and other ESFs as necessary is activated at Level 2. At a Level 2 activation, ESF 5 will monitor potential or developing incidents, support the efforts of regional and field operations, coordinates state operations and provide situation reports to the Governor's Office, as needed.
6. For Incidents of National Significance (INS), ESF 5 coordinates with the Federal Emergency Response Team – Advance (ERT-A) to assess state and local resource needs and identify specific requests for Federal emergency management assistance.
7. Based on the Preliminary Damage Assessment (PDA), the Governor may request a Presidential Disaster Declaration.
8. If the Presidential Disaster Declaration is approved, the State Coordinating Officer (SCO) works with the ERT-A to identify a suitable location for the Joint Field Office (JFO). The ERT is the principal Federal interagency group that staffs the JFO.
9. In some instances, a Principal Federal Official (PFO) and support team may be deployed to provide initial support until the JFO is established. This team includes representatives from various Federal ESFs and may:
 - a. Conduct assessments
 - b. Coordinate security and information-sharing efforts
 - c. Facilitate public affairs activities
 - d. Provide technical support.
10. During recovery, a Disaster Recovery Center (DRC) is established in coordination with State and local jurisdictions and provides a central facility where individuals affected by disaster can obtain information on disaster recovery assistance programs from various Federal, State, local, tribal and private organizations. The DRC is a satellite component of the JFO.

B. Organization

1. The general organizational structure is described in the Basic Plan under Introduction, I.D.2-6.

2. Wisconsin Emergency Management (WEM) is a Division of the Wisconsin Department of Military Affairs (DMA) located at 2400 Wright Street, Madison, WI.
3. ESF 5 provides staff and coordinates the efforts of the ESFs within the major units which are: Situation, Resource and Information as described in Wisconsin Multi-Agency Coordination System (MACS) charts located in the State Basic Plan, IV. D. The State EOC operates under the MACS as described in the State Basic Plan.

Wisconsin MACS units are as follows:

Situation Unit

The Situation Unit conducts all of the tactical operations for handling an event. In carrying out the Wisconsin ERP, the unit develops tactical objectives, establishes the operations organization, and directs all operational resources in support of state and local operations. The Situation Unit also develops the action plans needed to accomplish the Officer-In-Charge (OIC) objectives. It also serves as an intelligence-gathering function by collecting and evaluating information about the incident.

Resource Unit

The Resource Unit serves the needs of the Wisconsin MACS organization by providing resources and services that are required to meet the needs of the event and maintain the current status of all incident resources. Upon request, it obtains and maintains the essential personnel, facilities, equipment, and supplies for the organization and monitors costs related to the event, provides accounting and procurement services, as well as time recording and cost analysis.

Information Unit

The Information Unit is responsible for developing and releasing public information about the event to the news media and to other appropriate agencies and organizations.

MAC Group

Each agency is responsible for developing its own respective plans and SOPs for carrying out its assigned missions. The lead agency, however, is also responsible for the following:

1. Coordinating the development of an ESF process that governs the functions of the various organizations assigned to that ESF during activation.
2. Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the state level response to a disaster (with respect to that particular ESF).
3. During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups.
4. Compiling documentation relative to the ESF group's activities during the emergency.

C. Phases of Emergency Management

The following activities will be performed by state agencies, tribal and private organizations as appropriate.

1. Mitigation Activities
 - a. Participate on the Wisconsin Hazard Mitigation Team (WHMT) and other activities.
 - b. Coordinate the completion of recommendations for which the WHMT have lead responsibility and educate their staff regarding their agencies responsibilities.
 - c. Assist with structural and non-structural hazard analysis of their facilities to identify hazard risks and mitigation strategies for reducing vulnerability.
 - d. Assist in the development, implementation, and maintenance of the State Hazard Mitigation Plan (SHMP).
 - e. Utilize damage assessment information to identify mitigation opportunities.
 - f. Implement and administer federal/state disaster mitigation funds.
 - g. Coordinate state agency support for local/county mitigation activities.
2. Preparedness Activities
 - a. Maintain a trained staff of State and private agency personnel to fulfill tasks associated with ESF 5 operations.

- b. Maintain duty officer and other notification and warning systems.
- c. Develop and maintain Geographical Information Systems (GIS) capabilities and data to support all agency requirements. Establish data-sharing agreements between agencies to ensure the accuracy and availability of exchanged data.
- d. Coordinate emergency management preparedness activities with county/local governments through the County Emergency Management Director and other county agencies.
- e. Exercise and train WEM Staff, State Agencies and other organizations to support state/county/local emergency operations.
- f. Develop state emergency planning programs and support county emergency planning initiatives.
- g. Develop/maintain Memorandums of Understanding (MOUs) and mutual aid agreements.
- h. Participate in training and exercising activities to ensure statewide emergency management capabilities are effective.
- i. Identify deficiencies in plans and determine appropriate corrective action recommendations.

3. Response Activities

- a. Coordinate the State's emergency response activities with federal, tribal and private organizations.
- b. Communicate and coordinate with the County EOC(s) to monitor situation in accordance with Levels of Activation outlined in State Basic Plan.
- c. Activate State EOC and staff ESFs as necessary.
- d. Compile preliminary damage assessment information from Uniform Disaster Situation Report (UDSR).
- e. Request a Presidential Disaster Declaration at the Governor's request.
- f. Coordinate state public information activities.
- g. Establish communication with DHS/FEMA.
- h. Disseminate situation reports as needed.
- i. Develop Incident Action Plans for the duration of the event.
- j. Coordinate mutual aid activities including EMAC and private organization assets.
- k. Initiate recovery activities with federal, state agencies, tribal and private organizations.
- l. Provide SCO to JFO upon activation.

4. Recovery Activities

- a. Deploy appropriate ESF assets as needed in support of recovery operations.
- b. Coordinate with the county officials on short-term and long-term recovery operations and recovery planning.
- c. Develop Incident Action Plans and Situation Reports as appropriate.
- d. Coordinate state and federal assets to support local jurisdictions in need of supplemental emergency or disaster assistance.
- e. Disseminate recovery information, plans and reports to the State EOC.
- f. Activate the Wisconsin Hazard Mitigation Team and Wisconsin Voluntary Organizations Active in Disaster (WIVOAD) as appropriate.
- g. Conduct after-action critique of the overall response and recovery efforts.
- h. Coordinate multi-state agency and private organization staffing/support for recovery activities such as Community Relations, Disaster Recovery Centers and the Joint Field Office.

IV. Responsibilities

A. Primary Agency

Wisconsin Emergency Management

1. Coordinate and maintain the revision of the State Emergency Response Plan. Ensure that all state agencies maintain their individual ESF plans.
2. Coordinate ESF Agency's support for local mitigation activities.
3. Provide training and exercising programs/support to State, County and local agencies and other private agencies to support emergency management activities.
4. Coordinate state emergency planning activities and support county emergency planning initiatives.
5. Coordinate and maintain the Duty Officer System.
6. Coordinates overall activation of the State EOC and designate which ESFs are activated.
7. Coordinate and direct State ESFs in support of local operations:
 - a. Establish communications with the appropriate Regional Director, state agencies, local government and DHS/FEMA Region V.
 - b. Dispatch the MCC, if appropriate.
 - c. Activate State EOC and implement ESF Standing Operating Procedures (under development), alert personnel and prepare for a

- possible mobilization including 24-hour staff operations, if appropriate.
 - d. Notify DHS/FEMA of situation status.
 - e. Support ICS at the state and local level and provide resources as appropriate.
 - f. Coordinate the activities of ESF 15.
 - g. Support mutual aid activities through Wisconsin Act 186.
 - h. Prepare regular status reports on the situation for the Governor, state agencies, federal and state legislators and DHS/FEMA.
 - i. Request a Presidential Disaster Declaration at the Governor's direction through the Administrator/OIC.
 - j. Conduct regular briefings for State EOC staff.
 - k. Activate the Alternate EOC and direct staff to relocate, if necessary.
 - l. Develop a recovery plan and process with State/County/Local Agencies, tribal and private organizations.
 - m. Coordinate military support to civil authorities.
8. Manage and direct emergency recovery operations:
- a. Keep accurate records of disaster-related expenditures by each ESF.
 - b. Coordinate statewide damage assessment including the PDA.
 - c. Prepare executive orders and proclamations to address state response and recovery operation for the Governor, as necessary.
 - d. Staff the DFO and coordinate with federal officials.
 - e. Implement and administer federal/state disaster assistance programs.
 - f. Activate and coordinate the efforts of the Wisconsin Hazard Mitigation Team.
 - g. Deactivate/demobilize the MCC, if appropriate.
 - h. Deactivate or demobilize EOC operations as appropriate.
 - i. Conduct after-action critique of the overall response and recovery efforts.
 - j. Implement and administer long term recovery activities through State Agencies, tribal and private organizations.

B. Support Agencies

Department of Military Affairs

1. Provide liaison to State EOC, County EOC and Incident Command Post, as necessary,
2. Participate in all planning for response to an incidents as appropriate.
3. At the direction of The Adjutant General (TAG), stand-up the Joint Operations Center (JOC) to control all Wisconsin National Guard (WING) forces that are or may be activated, receive requests for assistance from

- outside agencies, and manage information about the situation and status of WING units.
4. After an event involving the release of chemical, biological, radiological or nuclear material, deploy the Civil Support Team to assist with the identification, assess the consequences, advise on response measures, and assist with requests for additional support.
 5. Upon activation by the Governor and receipt of a validated request for assistance from WEM or an ESF, provide support with other WING units in the following areas:
 - i. Support to law enforcement:
 - a. Traffic control, road block, and check point
 - b. Quarantine enforcement
 - c. Site security and critical infrastructure protection
 - d. Presence patrol
 - ii. Transportation
 - a. Ground
 - b. Air
 - iii. Medical
 - a. Transport
 - b. Limited treatment
 - iv. Engineer
 - a. Debris clean-up
 - b. Structure stabilization
 - c. Damage assessment
 - v. Command and Control of National Guard forces
 6. Coordinate with U.S. Northern Command, Colorado Springs, CO for reception, staging and movement of Federal forces, if the incident is of such a magnitude as to require them.
 7. Questions or requests for assistance should be directed to the JOC duty officer at the DMA 24-hour phone number (608) 245-8400.

Department of Transportation

1. Provide liaison to State EOC and Incident Command Post as necessary.
2. Provide assistance as needed in the areas of law enforcement and modal transportation (highways, air, rail, harbors, etc.).
3. Maintain the full capability of the statewide traffic operations center and statewide intelligent transportation system traffic surveillance.
4. Coordinate communications network infrastructure.

5. Coordinate with federal/county agencies in ESF 1 activities.

Department of Agriculture, Trade & Consumer Protection

- 1) Participate in state emergency all-hazards planning activities.
- 2) Promote WEM and other emergency management training and exercising opportunities to the State Agencies and other private agencies to support local/county emergency operations.
- 3) Provide food, agriculture, trade and consumer protection liaison(s) to State EOC, County EOC and Incident Command Post, as appropriate, when activated for incidents or exercises.
- 4) Support emergency response operations.
 - a. Coordinate notifications within DATCP received through the WEM 24x7 Duty Officer System on incidents, emergencies and disasters.
 - b. Assess the incident as a primary response agency for food and agriculture related events and establish communications with WEM and other state agencies.
 - c. Implement specific emergency plans (such as the Animal Health Response Plan and the Food Safety Emergency Response Plan) as necessary.
 - d. Work with local agencies such as county emergency management, county Farm Service Agency, and County Extension on issues and concerns involving food and agriculture issues.
 - e. Work with the Wisconsin Veterinarian Corps as needed during an emergency response.
 - f. Notify and work with the federal US Department of Agriculture and US Food and Drug Administration when federal resources and assets may be needed.
 - g. Support ICS and provide resources as appropriate.
 - h. Support mutual aid activities through Wisconsin Act 186.
 - i. Participate in the development of information and communication items that may be needed, This may include press releases, food and agriculture advisories, food and agriculture warnings and educational materials.
 - j. Contact the Secretary of the US Department of Agriculture and/or the Food and Drug Administration, and the Governor of any potential food or agriculture emergency, as appropriate.
- 5) Support emergency recovery operations.

- a. Participate in the damage assessment and recovery process, as appropriate.
- b. Provide technical assistance and resources to support recovery activities upon request.
- c. Track disaster-related expenditures.
- d. Participate in after-action critiques.

Department of Natural Resources

1. Provide technical assistance and liaison to State EOC, County EOC and Incident Command as needed.
2. Participate with WEM and other state agencies in development of emergency response plans.
3. At the direction of Secretary's Office or designee the Central Office Operations Center will be activated to assist in coordinating Department response activities involving: 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.
4. In accordance with Chapter 23.09(4) Department resources and personnel can be utilized for: fire suppression, aerial and maritime security surveillance, site security and infrastructure protection, spill response, debris clearance, damage assessment, assist in coordinating volunteer activities, air and water sampling activities.
5. Provide environmental liaison to State EOC and Incident Command with U.S. Environmental Protection Agency and U.S. Coast Guard when needed.
6. Coordinate with DH&FS, DATCP, WEM and State Laboratory in response activities relating hazardous substances releases.
7. Participate as a member of the State Emergency Support Team at the direction of WEM and within the Incident Command Structure.
8. Provide public information material related to environmental impacts caused by an emergency or disaster through the Incident Command.
9. Participate in disaster, emergency response, or Incident Command training or exercises with other state and local agencies when appropriate.

10. Ensure that Department responders can function within the Incident Command System.
11. Participate in after-action critiques.

Department of Health & Family Services

1. Participate in state emergency all-hazards planning activities.
2. Promote WEM training and exercising opportunities to the State Agencies and other private agencies to support local/county emergency operations.
3. Provide public health and human service liaison(s) to State EOC, County EOC and Incident Command Post, as appropriate, when activated for incidents or exercises.
4. Support emergency response operations.
 - a. Coordinate notifications received through the DHFS 24X7 Emergency Telephone Hotline the WEM Duty Officer System on incidents, emergencies and disasters which may involve WEM and other state agencies and organizations.
 - b. Assess the incident as a primary response agency and establish communications with WEM and other state agencies.
 - c. Implement specific emergency plans a(such as the Public Health Emergency Plan, Hospital Emergency Plan, etc.) as necessary.
 - d. Work with local agencies such as public health and human/social services on issues and concerns involving public health and emergency human services.
 - e. Work with health care facilities (i.e. hospitals, clinics, laboratories, etc.) when they are involved and/or their assistance is needed.
 - f. Notify and work with federal public health agencies when federal resources and assets may be needed.
 - g. Support ICS and provide resources as appropriate.
 - h. Support mutual aid activities through Wisconsin Act 186.
 - i. Participate in the development of information and communication items that may be needed, This may include press releases, public health advisories, public health warnings and educational materials.
 - j. Advise the Administrator of the Division of Public Health and State Health Officer on the need to contact the Secretary of the Department of Health and Family Services, and the Governor of any potential public health emergency.
5. Support emergency recovery operations.
 - a. Participate in the damage assessment and recovery process, as appropriate.

- b. Provide technical assistance and resources to support recovery activities upon request.
- c. Track disaster-related expenditures.
- d. Participate in after-action critiques.

C. All Other Support Agencies:

Participate in state emergency management planning, response and recovery efforts, as necessary and if requested.

V. RESOURCE REQUIREMENTS

- A. State Agency Liaison's from support agencies report to the State EOC.
- B. Standard office machines, computers, printers, facsimile machines, charts, boards, and communications equipment.
- C. Telephone or facsimile link between the State EOC and the support agencies not physically present in the EOC.
- D. When requests exceed the state's capability to respond, additional resources (federal ESFs and mutual aid) will be requested.

VI. REFERENCES (Located in EOC)

See Wisconsin Emergency Response Plan, Basic Plan, Attachment 1

VII. ACRONYNS

See Wisconsin Emergency Response Plan, Basic Plan, Attachment 7

VIII. Appendices

None